



NOTE

All persons making use of this publication are reminded that it has been prepared for the convenience of the public and that the Town of Gibbons General Municipal Bylaw No. 4-82 and amendments and the Town of Gibbons Land Use Bylaw No. 4-80 and amendments should be consulted for all purposes of interpreting the General Municipal Plan. It is recognized that the Town of Gibbons General Municipal Plan has no force and effect beyond the Town's boundaries.

ACKNOWLEDGEMENTS

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DEFINITIONS

1. SHALL —

when used in this plan connotes mandatory compliance.

2. SHOULD/WILL ENDEAVOUR TO —

when used in this plan connotes a position taken which can be varied for valid planning reasons without requiring an amendment to the General Municipal Plan.

3. MAY —

when used in this plan connotes an option or options to be assessed if a particular action is taken.

4. Conversions —

metric measurements are used throughout this plan and imperial conversions are provided only for the convenience of the reader.

5. Conventional Residential Lot —

a site for a single detached dwelling unit and containing a width greater than 12.2 metres (40 feet.)

6. Small Residential Lot —

a site for a single detached dwelling unit site with a width of less than 12.2 metres (40 feet).

7. Outdoor Living Area —

a privately-owned area lying immediately between a principal dwelling unit and a public roadway, lane or adjoining property line.

8. Retail Commercial —

a commercial shopping or service facility or business excluding any institutional or recreational uses.

9. Light Industry —

primarily non-manufacturing warehousing and distribution functions with relatively low employment density.

10. Berm —

an earth embankment for the purposes of noise attenuation and/or visual screening.

11. Boulevard —

a landscaped strip of land in the centre of, or immediately adjacent to the paved portion of a roadway.

12. Screening —

fencing, walls or berms alone or combined with planting designed to attenuate noise and/or provide a visual barrier.

13. Net Acres --

refers to the site upon which residential buildings are located and excludes road allowances, utility lots, lanes and reserve land.

14. Migration —

a change of residence from one clearly defined geographical unit to another.

15. Net Migration —

the total number of in-migrants minus the total number of migrants the same area loses to another region.

16. Gross Leasable Area (GLA) —

is the total floor area designed for tenant occupancy and exclusive use, including basements, mezzanines and upper floors - if any - expressed in square metres (feet) and measured from the center line or joint partitions and from outside wall faces. Gross leasable area is all that area on which tenants pay rent; that is the area producing income.

PART 1 : PURPOSE of the GENERAL MUNICIPAL PLAN

PART ONE PURPOSE OF THE GENERAL MUNICIPAL PLAN

The Town of Gibbons General Municipal Plan is a broad policy and land use planning document which provides guidance to both public and private decision-makers in order to achieve the Town's overall development objectives. The plan is designed to be a flexible document in order that the Town can respond to development pressures and unforeseen changes within the Town that may occur over time.

The legislative authority for the preparation and adoption of the General Municipal Plan is outlined in the Planning Act, R.S.A.

The General Municipal Plan describes the land use proposed and the manner of, and the proposals for, future development in the municipality. In addition, the General Municipal Plan designates the areas of the Town that are suitable for an Area Structure Plan or an Area Redevelopment Plan, as defined by the Planning Act, R.S.A.

Finally, the plan provides a clear and comprehensive synthesis of information and description of municipal policies from which future detailed plans and decision-making can be developed.

PART 2 : SCOPE and IMPLEMENTATION

PART TWO SCOPE AND IMPLEMENTATION

2.1 Plan Area

All lands lying within the corporate boundaries of the Town of Gibbons as of January 1st, 1982, are considered to be the Plan Area for the purposes of this General Municipal Plan.

2.2 Planning Framework

This General Municipal Plan is designed to accommodate a future population of approximately 12,000 residents, within approximately a twenty year time frame.

2.3 Review and Amendment Procedure

This General Municipal Plan is intended to be a flexible document. As changing conditions dictate, revisions and amendments to the plan will be necessary, since the management of the Town's development should recognize new development commitments, budget constraints, shifting public and political priorities and changing market conditions. Generally, the plan should be reviewed approximately every five years, or as the Council deems necessary.

2.4 Growth Management

The General Municipal Plan's major contribution to growth management are the goals, objectives and policies to guide future public service and land development decisions in a manner which will meet the needs and desires of the Town's existing and prospective residents.

Growth management should include several activities. The Council should continue to encourage both the Town's administration and residents to identify issues and opportunities which should be incorporated in growth plans. Specific activities might include, but need not be limited to:

- (a) recording ongoing land use and development changes with the aid of the land use monitoring system established during the General Municipal Plan program,
- (b) updating information contained in the Public Services background report,
- (c) periodically conducting a community survey, and
- (d) maintaining liaison with a variety of groups and agencies responsible for the provision of public services.

2.5 Regional Plan

Pursuant to Section 54(2) of the Planning Act, R.S.A., when a Regional Plan is established this General Municipal Plan shall, if necessary, be amended to conform with the Regional Plan.

2.6 Land Use Bylaw

Implementation of the General Municipal Plan and fulfillment of the requirement of the Planning Act, R.S.A., will require the Town to amend the Land Use Bylaw as required. The Land Use Bylaw may prohibit, or regulate and control the use and development of land and buildings within the municipality and accordingly will provide the principal day-to-day mechanism for implementing the General Municipal Plan.

Although not required under the Planning Act, R.S.A., it is the intent of the Town that the Gibbons Land Use Bylaw conform with this General Municipal Plan and implement the policies and principles contained in this document.

2.7 Area Structure Plan/Area Redevelopment Plan

All undeveloped areas of the Town are considered potentially suitable for the preparation of area structure plans. In addition to the requirements specified by Section 64 of the Planning Act, R.S.A., area structure plans should indicate explicitly how the Town's development policies will be met and if not, the detailed reasons for any variance.

Map 5 indicates the proposed boundary of the Area Structure Plan and Area Redevelopment Plan studies. Initiation of the central area study should be considered a high priority.

2.8 Annexation

Although the General Municipal Plan has no force and effect beyond the Town's current boundaries, annexation of additional land will likely be required in order to accommodate future long term growth beyond the General Municipal Plan Program. The General Municipal Plan indicates desirable expansion areas in order to clarify the Town's long term land use plans (see Part 16, Section 16.2). The Town should review annexation proposals in terms of the policies contained within the General Municipal Plan when Council considers it appropriate.

2.9 Public Information

This General Municipal Plan as adopted and amended by the Town will be available at the Town Office to any member of the public seeking such information.

2.10 Planning Advise

The Edmonton Metropolitan Regional Planning Commission will continue to provide current planning and research services to the Town as requested, under normal budget limitations in order to assist in the implementation of this General Municipal Plan.

PART 3 : MUNICIPAL GROWTH

PART THREE MUNICIPAL GROWTH

3.1 Preamble

The Town of Gibbons is located in the east central part of the Municipal District of Sturgeon, approximately ten kilometres north-east of the City of Edmonton (see Map 1). The Town of Gibbons is bounded by Highway #28 to the north and Highway #37 to the east, with the Sturgeon River Valley forming the western boundary (see Map 2).

The Settlement of Gibbons has served as an agricultural-resource service centre for the surrounding agricultural area for many years. Between 1889 and 1894, William R. Gibbons and other families settled in what is now the Town of Gibbons. In 1914, the railway line from Edmonton was extended along the east boundary of the Gibbons' farmstead.

Community development began in 1915. Stores, churches, schools, stables, a bank and a lumber yard soon emerged as the settlement's population began to grow. In 1919, the first grain elevator was built adjacent to the railway line. Gibbons reached village status in 1959 and was incorporated as a Town in 1977. Since 1959, this small service community of 157 residents has grown to 2,310 people in 1981 (see Table 1).

In recent years, Gibbons has experienced significant growth within the Edmonton Metropolitan Area. Much of this growth can be attributed to:

- (a) the influx of a commuting population to Gibbons,
- (b) lower housing costs and lower taxes, as compared to the City of Edmonton and the City of St. Albert,
- (c) a growing preference for the amenities of a small community life style, including;
 - (i) a more identifiable community,
 - (ii) reduced traffic and congestion,
 - (iii) neighbourhoods "more conducive to child-raising",
 - (iv) a larger proportion of accessible open space,
 - (v) lower overall population densities and,
- (d) an increasing demand for single-family housing coupled with a decreasing ability on the part of Edmonton to meet this demand.

It also appears that much of the Town's growth is associated with migration rates. The average net migration rate between 1975 and 1980 was approximately 200 to 300 new residents per year. Trends seem to indicate that the rise in net migration is directly propor-

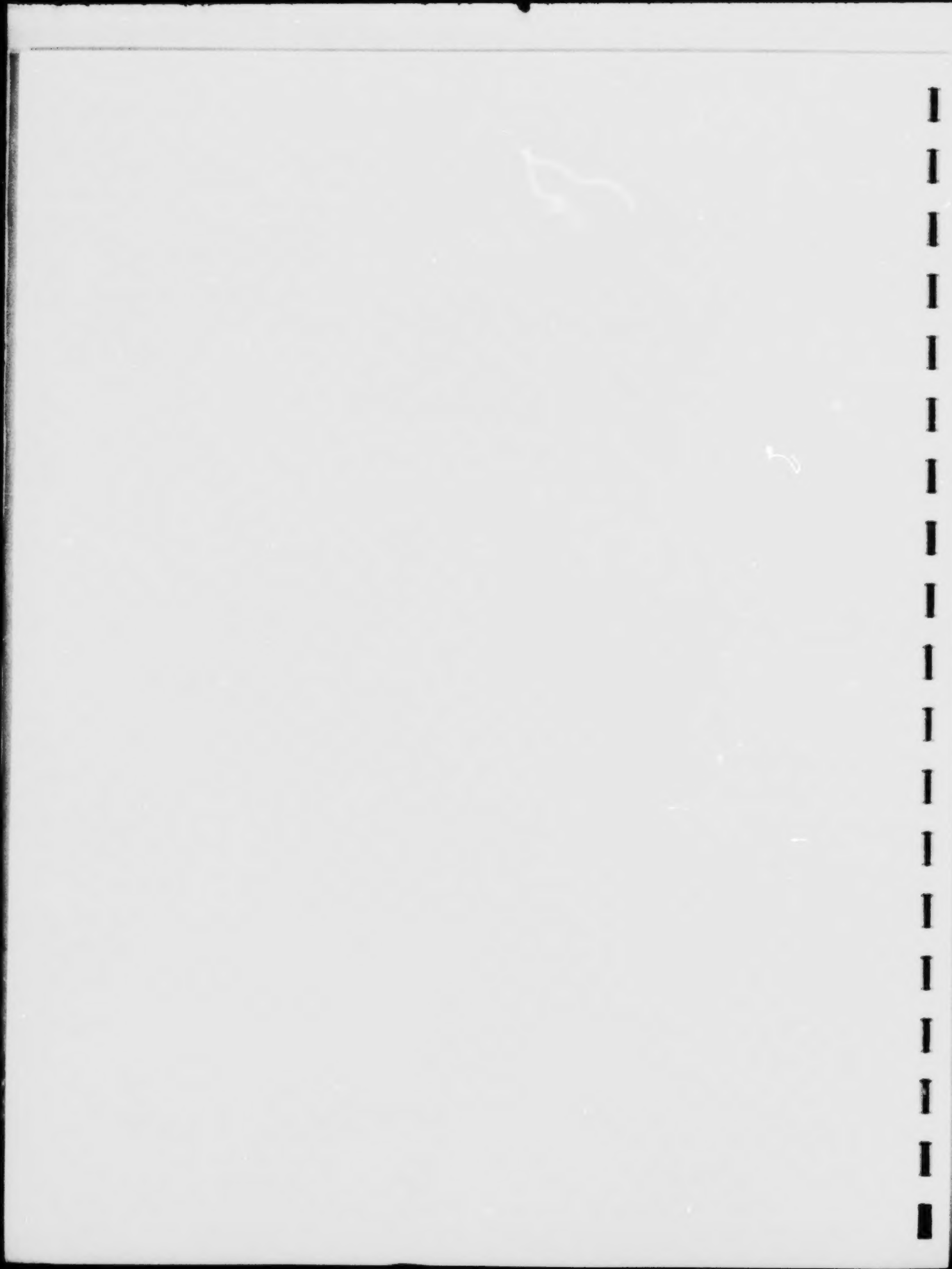
tional to the rate of subdivision development and general market conditions. Proposed residential development committed to date by area structure plans seems to indicate that this pattern will likely continue in the future.

In June 1981, the Provincial Government approved the annexation of an additional 34,804.2 hectares (86,000 acres) of land within the new City of Edmonton boundaries. The Province intends to allocate 75 percent of all future regional growth to the City of Edmonton and the remaining 25 percent to designated growth centres such as Fort Saskatchewan, Devon, Leduc, Stony Plain, Spruce Grove, Morinville and Redwater. Furthermore, the Province has identified the City of St. Albert and the Hamlet of Sherwood Park as communities for additional growth to a population of 70,000 each.

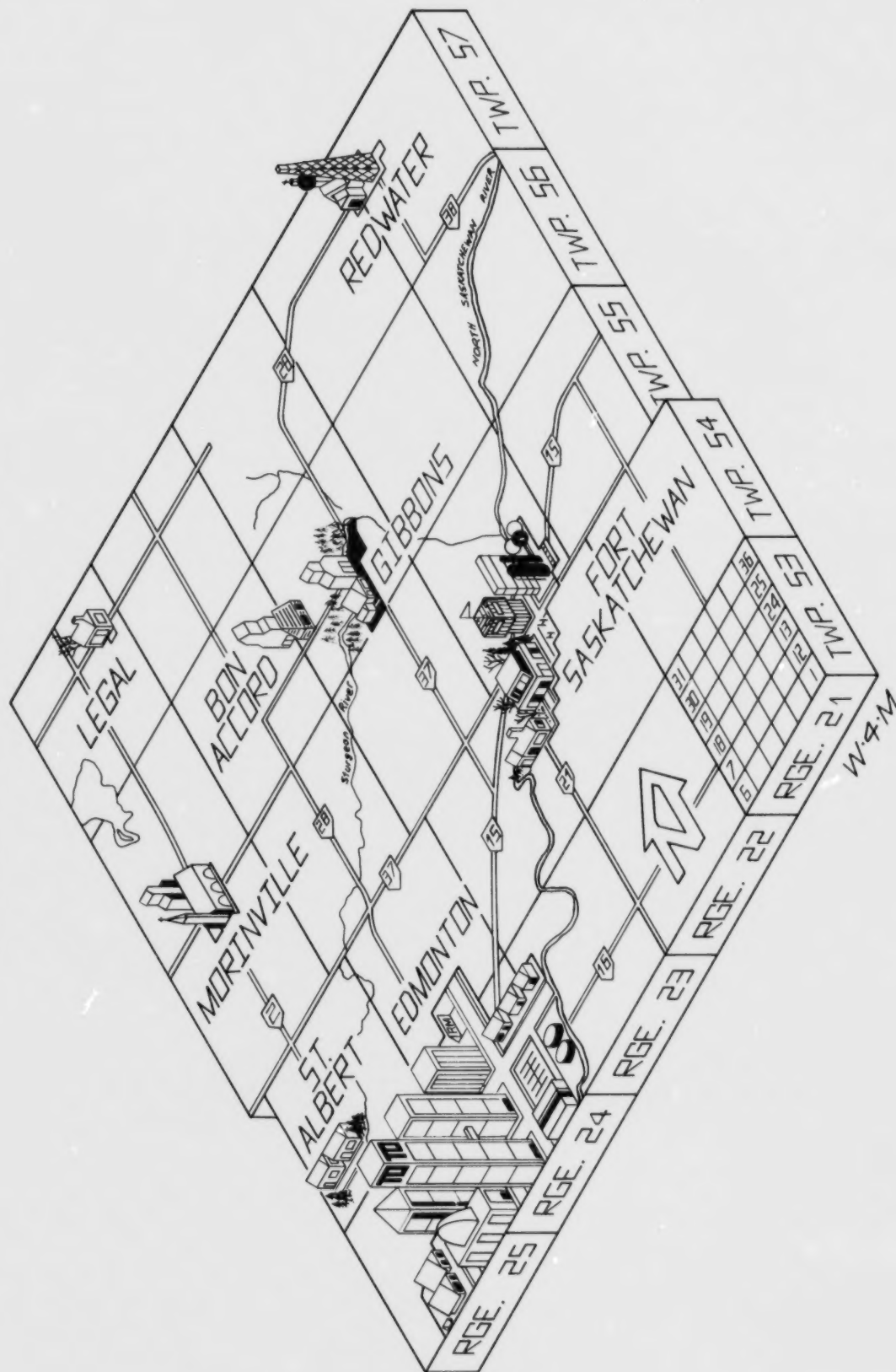
This provincial level political intervention in metropolitan area development may have an effect on the future growth of the Town of Gibbons.

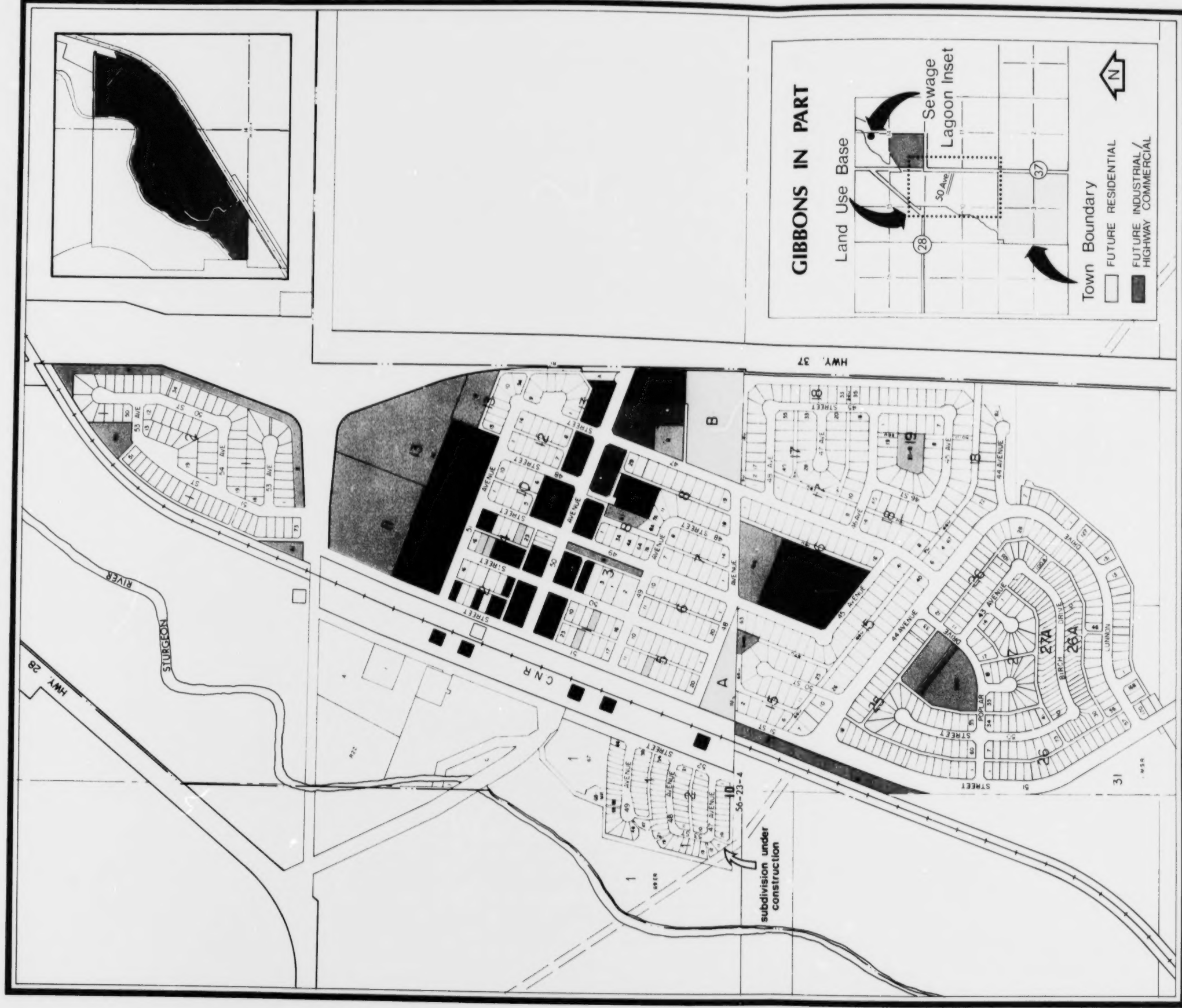
The Town has the potential to accommodate 8,000 to 12,000 residents within its existing boundaries by the year 2001 in an environment not otherwise constrained by this Provincial Policy (see Table 2).

The results from the Community Survey (March, 1981) indicate that those sampled consider a population of 4,000 - 5,000 as being a desirable threshold by 1986. The Town would therefore gain approximately 250-300 additional residents per year through net migration and natural increase. By the year 2001, the Gibbons' community would be approximately 12,000 if this trend continued over time.



Map 1 **GEOGRAPHIC LOCATION**





Map 2 : EXISTING LAND USE

- RESIDENTIAL LOW DENSITY
- RESIDENTIAL MEDIUM DENSITY
- MOBILE HOME PARKS
- RESIDENTIAL, VACANT LAND and /or BUILDINGS
- PARKS/OPEN SPACE
- PUBLIC/SEMI-PUBLIC

- UTILITIES
- COMMERCIAL
- COMMERCIAL, VACANT LAND and /or BUILDINGS
- INDUSTRIAL, MANUFACTURING
- INDUSTRIAL, NON-MANUFACTURING

TABLE 1
POPULATION TRENDS 1966-1980, TOWN OF GIBBONS

YEAR	POPULATION	ABSOLUTE CHANGE	PERCENTAGE OF CHANGE
1961	192	-	-
1966	230	38	19.8
1969	365	135	58.7
1970	492	127	34.8
1971	567	75	15.2
1972	694	127	22.4
1973	723	29	4.2
1974	761	38	5.3
1975	754	-7(decrease)	-0.92
1976	1100	346	45.9
1977	1134	34	3.1
1978	1155	21	1.8
1979	1507	352	30.5
1980	1761	254	16.9
1981	2310	549	31.2

POPULATION CHANGES	ABSOLUTE	PERCENTAGE
1961-71	375	195.3
1971-76	533	94.0
1976-80	661	60.1

AVERAGE ANNUAL RATE OF GROWTH

1961-71	10.3%
1971-76	14.2%
1976-80	12.5%

SOURCE: Statistics Canada, Census of Canada, 1961, 1966, 1972
Town of Gibbons Civic Census 1969, 1970, 1971, 1973-80

TABLE 2

FUTURE POPULATION SCENARIO TOWN OF GIBBONS
1981-2001

	1981	1986	1991	1996	2001
Low	2,310	3,350	4,600	5,600	8,000
High	2,310	5,000	6,900	9,522	12,000

Notes: Both low and high population scenarios were based on: the average rate of development permits; average net immigration trends; committed plans of subdivision and area structure plans as of September, 1981.

Source: General Plans Section, ERPC, 1981.

3.2 Municipal Goals, Objectives and Policies

GOAL: TO MAINTAIN A RATE OF POPULATION GROWTH CONSISTENT WITH THE TOWN'S ROLE AS AN AGRICULTURAL-RESOURCE SERVICE/ COMMUTER CENTRE IN THE EDMONTON METROPOLITAN REGION.

OBJECTIVE: To specify a future population threshold and rate of growth which will be consistent with the Town's role in the Edmonton Metropolitan Region.

POLICIES:

POLICY 1 The Town should strive to accommodate a total population of approximately 8,000 to 12,000 residents by the year 2001.

POLICY 2 The Town should annually monitor population growth and its characteristics and amend Town growth policies, when necessary, to acknowledge changes in resident attitudes, market forces and government policies.

When monitoring future population growth, the Town should be cognizant of recently expressed resident desires for affordable housing, retention of small community attributes, efficient transportation systems, a more diversified commercial core area and the provision of a variety of public services particularly recreation and police protection.

In order to be aware of population changes the Town administration should continue to conduct an annual civic census which would determine the following:

- (a) the age, sex and marital status of each household member,
- (b) where applicable, the occupation (skill), place of work, and employment status of each household member,
- (c) house type, tenure and geographic location, and
- (d) resident priorities for Town development and opinions concerning topical issues.

In order to anticipate short term future population growth pressures, the Town administration may wish to undertake, or request appropriate public agencies to undertake, an annual survey of builders/developers to determine the expected production of new housing units and to periodically update the Population Growth Prospects report by methods similar to those described in the Town of Gibbons General Municipal Plan Terms of Reference.

In order to further ensure that the Town will continue to increase in population, at a rate which will reinforce its role as an agricultural-resource service/commuter centre, the Town should continue to actively promote the benefits of the Town as a place in which to live.

If it is evident that the potential population growth may exceed the capacity of the Town's public services and administration, the Town may choose to temporarily institute growth control measures, such as short term development staging, quotas for building permits and/or a total annual limit on building permits. Such measures should only be instituted if it is evident that more rapid growth will cause significant resident dissatisfaction.

PART 4 : RESIDENTIAL DEVELOPMENT

PART FOUR RESIDENTIAL DEVELOPMENT

4.1 Preamble

Recent population growth in the Town of Gibbons has resulted in an increase in the housing stock from 315 dwelling units in 1971 to 847 dwelling units in 1981. The Town of Gibbons housing stock consists primarily of single-family detached homes (88.7 percent of all the dwelling units in the Town in 1981). Other housing types include duplexes (2.1 percent), apartments and condominiums (3.2 percent)¹, and mobile homes (7.3 percent)².

Housing type and tenure are related, since single-family dwellings are usually owner-occupied. The percentage of owner-occupied dwellings has increased from 83.4 to 97.8 percent during the past decade, while the proportion of tenant occupied dwellings has decreased from 19.9 to 2.2 percent. This shift in tenure can be attributed to the general increase in the construction of single-family detached homes. In the short term, single-family housing is expected to continue to dominate the future housing stock, based on past development trends and medium term residential land use commitments by area structure plans or approved plans of subdivision.

There are many factors which are important in an individual's decision to purchase a house or to make a move from one residence to another. These include the stage in the life cycle, family size, people's values and aspirations, and their financial situation. There is usually a strong relationship between stage in life style, housing type, tenure and income. In Gibbons, however, the level of income does not seem to significantly affect homeownership. In addition to income, occupation is not significantly related to homeownership. However, this trend may change over time as the population becomes more diversified. The Town's housing policies should provide a variety of housing types and dwelling sizes to meet the varying needs of its future population.

The Community Survey indicates that the primary reason why people have chosen to reside in this community is the type, cost and the availability of affordable housing. Therefore, the Town should retain its low density character with the majority of new housing being developed to suit the needs of this in-migrant population.

¹ Includes a six-plex building.

² Figures may not add up to 100% due to Statistics Canada rounding and confidentiality procedures.

In the long term however, the Town may wish to consider future housing costs and changing socio-economic characteristics. For example, high interest rates have resulted in an apparent decline in new housing starts and household sizes becoming smaller. Reductions in unit and lot sizes have been attempted as a solution, since smaller households normally require less livable space. Although some municipalities have experimented with changing their housing mix and introducing alternative housing types (i.e. zero lot line development), there is still some uncertainty as to the effectiveness of these methods. Careful attention must therefore be given to the compatibility of a variety of housing types and densities at the neighbourhood level.

It is suggested that in future residential areas, some degree of variety in housing types should be permitted. Single detached housing should be the predominant housing form, however, both the locations and the relative proportions of housing types can best be determined relative to specific subdivision designs and the market demand existing at the time of development.

The location of the neighbourhood and the qualities associated with it are factors that are taken into account when individuals make locational decisions. Of prime importance is whether the area is conveniently accessible to essential activities such as work, shopping, schooling and recreation. Satisfaction with a neighbourhood is thus a function of the availability of these services and their importance to the individual affected.

The Community Survey results indicate that the majority of Gibbons residents are either very satisfied or somewhat satisfied with their dwelling units. However, people in single-family dwellings are generally more satisfied with their dwelling units than those people who occupy duplexes or mobile homes. The dissatisfaction with multiple units is particularly related to interior and exterior playspaces and noise levels. It is necessary to ensure that new developments are well designed, not only to meet the needs of prospective Town residents, but also to enhance dwelling satisfaction which will in turn encourage residential stability within the community.

Most Gibbons residents are satisfied with their neighbourhoods as a place to live. While there are many factors which might enhance people's satisfaction with their neighbourhood, the Community Survey results indicate that neighbourhood satisfaction is also directly related to housing satisfaction, regardless of house type.

Neighbourhood design must take into account the relationship between housing type and the differing needs and values of the people who are likely to live in a neighbourhood. Schools should be situated within areas of housing types that are oriented towards households with children. Housing types that are geared towards households with no children should be strategically sited with ease of access

to employment areas and shopping facilities. The vehicular circulation system should utilize a hierarchical road network to provide safe circulation within the neighbourhood and arterial roads should direct traffic to major destinations in the Town.

A mixture of housing types should be encouraged at the area structure plan level in order to ensure that a variety of housing types are provided. However, some degree of homogeneity in housing types should be maintained within neighbourhoods. The Town may wish to set maximum density figures for new residential areas in order to control the actual mix of housing types. The Town should ensure that there is a gradual transition in dwelling density and building height in specific areas where a mixture of housing types is proposed. Multiple housing areas should be of limited size in order to minimize the perception of higher density.

The site design of any residential subdivision is critical since innovative features, such as solar orientation, creative playgrounds, landscaping, the preservation of natural features, interesting exterior building designs and lot configurations, develop neighbourhood identity and attractiveness.

The policies and design guidelines to be implemented through the land use bylaw regulating subdivision and development in areas designated Residential, are outlined in Section 4.2.

4.2 Municipal Goals, Objectives and Policies

GOAL: TO PROVIDE A VARIETY OF HIGH QUALITY HOUSING AND A HIGH STANDARD OF SITE AND RESIDENTIAL DESIGN FOR ALL FUTURE DEVELOPMENT AND REDEVELOPMENT.

OBJECTIVES: To ensure that residential expansion takes place in an efficient and economical manner.

POLICIES:

4.2.1 RESIDENTIAL

POLICY 1 The Town, in cooperation with private developers and/or other government agencies, will endeavour to:

- (a) provide a variety of housing types and a range of dwelling and lot sizes to meet the socio-economic needs of existing and prospective residents;*

- (b) ensure that there is adequate supply of rental accommodation to meet existing and prospective local demand;
- (c) continue to provide Senior Citizen housing according to local requirements, and encourage the location of Senior Citizen housing on sites which best meet the special needs of the elderly and
- (d) investigate the need for government assisted housing programs.

In order to successfully fulfill the housing needs of diverse age groups and income levels a variety of housing types and tenures should be considered. The Town of Gibbons has made use of provincially subsidized programs such as Senior Citizen lodging and the Alberta Municipal Housing Incentive Program. These programs essentially provide housing opportunities to lower income groups.

The Town and local developers, in the future, may wish to investigate the marketability of condominium ownership, which allows the purchaser many of the benefits of homeownership, often at a lower price. In addition, Canada Central Mortgage and Housing Corporation encourages subsidized multiple-family development. A more recent concept - "Cooperative housing" - also offers an alternative means of providing affordable housing.

The Town may also wish to introduce additional rental units on the market, if the demand for this type of accommodation warrants it.

4.2.2 LOW DENSITY RESIDENTIAL

POLICY 1 In the review of plans and subdivision proposals, the Town may wish to give consideration to:

- (a) the design of more energy efficient subdivisions, using such techniques as increased use of south oriented dwelling units to maximize exposure to the sun and careful siting of landscaping to maximize winter sunlight and summer shade;
- (b) variation in residential front yard setbacks to create potentially more interesting streetscape, while enhancing the rear yard as the prime use area for individual residential dwellings;

- (c) the development of various focal points in residential areas in order to encourage community cohesion and interaction and
- (d) the development of pedestrian circulation systems which link residential areas with schools, parks, and recreation facilities.

POLICY 2 The Town should encourage the following development densities:

- (a) 29.65 units per hectare (12 units per net acre) for small residential lots and
- (b) 17.29 to 22.24 units per hectare (7 to 9 units per net acre) for conventional residential lots.

POLICY 3 The Town should encourage low density residential subdivisions to contain:

- (a) a minimum of 66 percent as conventional residential lots and
- (b) a maximum of 34 percent as small residential lots.

POLICY 4 When zero lot line residential developments are proposed for small lot subdivisions proposing zero lot line residential developments the Town shall require a minimum lot width requirement of no less than 9.1 metres (30 feet).

POLICY 5 The Town shall control the number, extent, and location of smaller lots which have frontages of less than 15.25 metres (50 feet). When determining the number and extent of small lots to allow, the Town should consider the following:

- (a) cost reduction over conventional sized lots in the Town, and selling price to the consumer;
- (b) current inventory and apparent marketability of small lots;
- (c) aesthetic appearance and design of small lot neighbourhoods and
- (d) impact of small lot neighbourhoods on traffic, parking, demand for public services, park and recreational facility use, and other municipal services.

POLICY 6 Two family dwellings and small residential lots should:

- (a) not be permitted to front onto arterial roadways and
- (b) be situated in distinct clusters along minor residential streets or serve as a housing type separating multiple-family housing from conventional residential lots.

The intent of this policy is to avoid major concentrations of a particular housing type along residential streets as this would restrict traffic and create an impression of overcrowding.

POLICY 7 Two family dwellings and small residential lots may be permitted to front onto arterial roadways if:

- (a) the developer provides suitable setbacks;
- (b) buffering is provided between the roadway and the property line or
- (c) a service roadway, in lieu of a rear lane, is provided.

These measures will improve the visual quality of the neighbourhood, increase pedestrian safety and maintain the free flow of traffic along the arterial roadway.

POLICY 8 The Town shall require, in the case of small lots, that, prior to the reclassification of land for low density residential uses or as part of a legal agreement entered into between the Town and the project developer for the land development, a development plan be prepared by the developer, to the satisfaction of the Town. This development plan shall deal with site grading, house and building types, setbacks, orientation, massing, architectural standards, elevations, accessory buildings, housing exteriors and colours, and fencing details of the project.

POLICY 9 An architectural control committee shall be established, to be administered by the project manager of the development in question. The development officer would only approve development permits for those buildings first approved by this committee.

The purpose of this committee is to coordinate various builders with land developers in the Town.

POLICY 10 Land lying between the railway line and the Sturgeon River Valley may be developed for residential use provided:

- (a) adequate open space is provided along the top of the river bank;*
- (b) adequate setback and natural buffering is provided from the railway right of way;*
- (c) rail crossings are upgraded to handle increased vehicle traffic flows;*
- (d) a slope stability study is undertaken verifying that lands along the river bank are suitable for the proposed development and*
- (e) the unique natural features of the site are preserved, wherever possible.*

The Town may wish to permit residential estate housing in designated areas between the top of the bank of the Sturgeon River Valley and the railway right-of-way. The scenic view and the potential recreation resource of the Sturgeon River Valley provides an attractive setting for estate lots, up to approximately 0.2 hectares (0.5 acres) in size. This type of low density housing would not result in major traffic problems and would not compromise the visual quality unique to this area, as might, higher density, smaller lot subdivisions.

The Town may also wish to investigate the demand and marketability of estate housing prior to the subdivision stage.

POLICY 11 The Town shall ensure that suitable noise attenuation facilities are provided in new residential areas adjacent to highways, arterial roadways, between residential and industrial areas and between non-industrial uses and railway lines.

4.2.3 MEDIUM DENSITY RESIDENTIAL

- POLICY 1 *The site requirements and other provisions relating to multiple-family developments established in the land use bylaw should be strictly enforced and be considered to be the minimum acceptable standard.*
- POLICY 2 *Multiple-family dwellings should be located in convenient proximity to major community facilities, transportation routes, public transit, schools, recreation areas and/or commercial areas.*
- POLICY 3 *Innovative multiple-family dwelling schemes should be encouraged where it has been illustrated that they will be attractive enough in design and price to warrant the relaxation of conventional standards.*
- POLICY 4 *Maximum permitted development densities should be as follows:*
- (a) 88.96 units per hectare (36 units per net acre) for sites with multiple-family buildings containing 8 or more dwelling units;*
 - (b) 34.59 units per hectare (14 units per net acre) for sites with multiple-family buildings, containing less than 8 dwelling units.*
- POLICY 5 *In keeping with the scale of the Town, multiple-family buildings, in general, should not exceed four storeys in height or contain more than 40 dwelling units.*

In neighbourhoods dominated by single-family low density development, multiple-family dwelling units should be designed in harmony with the surrounding area. The transition between one, two and four storey buildings, for example, should be a gradual one, with careful attention given to solar orientation and shadows. Not only the height of these complexes, but the size, should be regulated so not to overpower adjacent low-density single-family neighbourhoods.

POLICY 6 *Notwithstanding Policy 5, the Town may permit multiple family buildings which exceed four storeys in height or contain more than 40 units, if such a building does not compromise the character of the immediate area, if the existing roadway system and other public services can accommodate additional traffic flows and if immediate recreational facilities and open space are provided on or adjacent to the site.*

POLICY 7 *A row house development should not be composed of more than ten attached units.*

In order to design interesting row house developments, the number of attached units should not exceed ten, in order to prevent monotonous, strip development.

POLICY 8 *The Town may wish to encourage row housing and/or multiple-family buildings exceeding ten attached dwelling units to be located along major collectors and arterial roadways, provided all other site design policies are met.*

POLICY 9 *Future residential infilling projects should have regard for:*

- (a) existing development setbacks,*
- (b) the scale and architectural design of the surrounding buildings,*
- (c) suitable landscaping that will blend with the character of the area and*
- (d) a suitable interface or transition zone between large and small scale developments.*

POLICY 10 *Multiple-family sites should be served by an on-site roadway and/or collector road having direct access to the major road system.*

POLICY 11 *Surface parking for residents of multiple-family buildings shall be provided on-site, normally at the rear of the building but never at the front of the building. Furthermore, the parking area shall be well screened from any adjoining street or property by an appropriate fence or landscaping.*

POLICY 12 *Each multiple-family site should contain an amenity area adequate to serve the specific density, location, type of development and the needs of the prospective residents.*

Since multiple-family densities are higher, it becomes necessary to provide adequate communal open space within the development for all age groups, especially young children. Amenity areas such as playgrounds, gardens and walkways enhance the overall quality of the outdoor living environment.

POLICY 13 *The Town should encourage multiple-family buildings to be developed in small clusters in strategically designated areas within neighbourhoods, with special attention paid to the scale and characteristics of the surrounding development.*

Instead of scattering multiple-family buildings among low density single-family neighbourhoods, these developments should be located in clusters adjacent to the downtown core, a multi-purpose community centre or a permanent open space. Such land use buffers tend to unite residents. Town house development may act as a residential transition zone between higher density apartments and lower density single-family homes at the sub-neighbourhood level.

4.2.4 MOBILE HOME PARKS

POLICY 1 *The Town shall only permit mobile home park development in areas specifically designated for this type of residential use under an adopted area structure/outline plan or the land use bylaw.*

POLICY 2 *A mobile home park developer should submit a draft copy of his lease document to the Town for review prior to the issuing of a development permit.*

POLICY 3 *The owner of the mobile home park should be responsible for the construction and maintenance of internal roads, underground services, communal areas and buildings, together with general park management, including snow removal, garbage collection and the like.*

- POLICY 4 *The mobile park owner should provide a paved access road and an adequate walkway lighting system for the safety of all residents.*
- POLICY 5 *The mobile home park developer shall provide landscaping along adjoining property, to screen the park from adjacent land uses.*
- POLICY 6 *All mobile home parks shall be subject to high quality architectural and site requirements.*
- POLICY 7 *The Town should encourage innovative site design such as cluster development and a variety of angle arrangements of lots within the park to avoid monotony.*
- POLICY 8 *Lot sizes in a mobile home park shall adequately accommodate all types of mobile trailers that may wish to locate in this type of development.*

4.2.5 FUTURE RESIDENTIAL DEVELOPMENT

- POLICY 1 *The Town shall continue to encourage the single-family detached home as the principal dwelling type in future residential development.*

Approximately 89 percent of the housing stock currently in Gibbons is single-family detached, of which 98 percent are owner-occupied. The Community Survey results indicate that the major reason why people moved to Gibbons is the cost and type of housing available. Furthermore, since the majority of the residents are young, working age adults with young families, affordable home ownership will likely remain the major attraction of the Town for several years. Therefore, future residential development should be composed primarily of single-family dwelling units.

- POLICY 2 *The areas designated future residential development, as indicated on the Concept Plan, are intended for residential use but have not yet undergone any formal subdivision application. Therefore, the following regulations shall apply to these areas:*

- (a) *It is intended that these lands shall remain in agricultural use, subject to:*

- (i) no intensive livestock operations being permitted in these areas, and
- (ii) no more than one single-family dwelling being allowed on each parcel of land subject to Section 78 of the Planning Act, R.S.A.

POLICY 3

Areas designated for future development or redevelopment may be subdivided and developed for future residential use provided the Town is satisfied that this expansion:

- (a) would be a logical and contiguous extension of existing developed land;
- (b) would not force the Town or the developer into premature extensions of roadways and utilities nor require future residents to travel long distances to schools, parks or community facilities and
- (c) is necessary to meet projected residential demands as demonstrated by the developer, based on an analysis of historical and predicted residential lot absorption figures.

POLICY 4

The Town shall ensure compatible relationships between different housing types and densities in new residential areas by:

- (a) avoiding significant differences in density by ensuring a gradual transition in housing form or through the use of buffering techniques and
- (b) creating homogeneous sub-neighbourhood units

POLICY 5

The Town should encourage, in new developments, the use of a variety of construction materials which are harmonious with surrounding sub-neighbourhoods.

Excessive repetition of construction materials can result in a monotonous subdivision, yet an excessive variety of materials can appear confusing and unattractive. However, when well managed, a diversity of materials, such as brick, wood, stone or glass, can both identify and establish unique neighbourhood image.

POLICY 6

The Town should encourage a comprehensive pedestrian walkway system throughout each neighbourhood to stimulate social interaction and to promote a sense of community belonging.

One of the key ingredients in developing neighbourhood character is the interconnection of individual dwelling units to other units, clusters, open space and/or community facilities. Pedestrian walkways throughout a site encourage social interaction and a sense of community belonging. In addition, they serve a practical function by encouraging people to walk or cycle, thereby reducing the dependency on the automobile. Neighbourhood pedestrian routes should be extensions of the public municipal system, connecting key sites throughout the Town. These networks should be well defined (e.g. signs; lighting) and designed for all age groups and handicapped persons.

POLICY 7

All new developments shall make best use of any unique natural features present on the site. On sites without any natural features, the developer should introduce berms and trees to contribute to the identity and visual quality of the neighbourhood.

PART 5 : COMMERCIAL DEVELOPMENT



PART FIVE COMMERCIAL DEVELOPMENT

5.1 Preamble

Commercial land uses consist of retail trade facilities, service establishments and office development. In larger municipalities they are generally arranged in a hierarchical structure, ranging from individual convenience stores, through increasingly larger shopping centres up to the central business district. Retail trade constitutes, as a rule, the largest segment of the commercial structure of urban municipalities.

In Gibbons, retail trade accounts for approximately 47.3 percent of the total commercial floor space in use. The remaining floor space is divided between service (33.2 percent), office (14.5 percent) and vacant space (5 percent).

The majority of commercial development in Gibbons is comprised of small commercial firms situated on strips of individual lots along 50th Avenue. Recently, three shopping centres have been constructed in the downtown area, where a single owner rents out commercial space for a variety of businesses which share a common parking area.

The main advantage of commercial development in planned shopping centres is that the shopping centre can include adequate parking and unloading areas on the site, thereby preventing overflow parking and protecting the capacity of adjacent streets to carry through traffic. Land is used efficiently because overlapping use of the parking areas is permitted. In addition, by combining a variety of establishments in a single building, a shopping centre offers convenient "one stop shopping". However, a single structure shopping centre as a rule involves single ownership and various restrictive policies for the tenants. For this reason some businesses may find a location in a shopping centre to be unsatisfactory.

The main advantage of commercial development formed by strips of smaller, individually owned commercial lots is the flexibility and freedom of action offered to the constituent commercial firms. The most critical disadvantages of this type of development include, unsuitability for "one stop shopping", frequent lack of parking, dependency on on-street parking and related traffic congestion this may create.

As neither of the two aforementioned types of commercial development is free from shortcomings and each possesses its own particular advantages, both should be allowed to continue as part of the Town's commercial structure. Proper planning procedures should be instituted, however, in order to minimize potential problems.

The intention of the General Municipal Plan is to preserve the integrity of the existing central commercial core area which currently contains all commercial uses. Its present location is acentric, relative to the newly developed residential areas, however, future residential development in the southern portion of the Town will accentuate this even more. It should also be noted, however, that the Central Business District is easily accessible from all parts of the Town and that with proper transportation planning this good accessibility can be maintained in the future.

Good accessibility is only one of several important features necessary for a downtown area's continued viability. Other significant factors include room for the downtown area to expand geographically as well as its ability to accommodate certain proportions and certain important segments of the municipality's total commercial structure.

Gibbons Central Business District area can be expanded through development of the presently vacant commercially zoned land and through redevelopment of the older residential properties presently zoned for commercial purposes. Additional commercial space can also be created in the Central Commercial Area by redevelopment of the older residential properties in the recently established Commercial-Transitional district.

The total commercial space requirements of the Town of Gibbons, as projected for the time frame of the General Municipal Plan, are detailed in Table 3. It can be noted in the Table that the amount of commercial space in use is expected to increase from the 1981 level of 5 990.2 m² (64,480 sq. ft.) to between 16 933.8 m² (182,280 sq. ft.) of GLA and 24 328.7 m² (261,880 sq. ft.) of GLA by the year 2001 under Projection I and to between 22 125.1 m² (238,160 sq. ft.) and 31 786.7 m² (342,160 sq. ft.) of GLA by the year 2001 under Projection II.

At the present time all the existing commercial space (6 337.6 m² [68,220 sq. ft.] of GLA) is located in the Town's central area. This commercial development occupies 1.94 hectares (4.8 net acres) of land with an average development density of 3 259.9 m² of GLA per net hectare (14,200 sq. ft. of GLA per net acre).

To date, no peripheral development (beyond downtown) has occurred in Gibbons. With continuing residential development, it may be desirable to provide some local convenience commercial facilities. In order to preserve the viability of the downtown, these local convenience centres should be minimized in the future. Given the projected population size of 12,000 residents, up to three commercial areas, each with approximately 1 858.0 m² (20,000 sq. ft.) of GLA, on a 0.81 hectare (2 acre) parcel, should satisfy the Town's convenience shopping needs. The location should be distant from the downtown, in areas which would serve new residential development.

In addition, it can be expected that approximately 2.83 hectares (7 net acres) of land will be needed for highway commercial and low density commercial development³. The best location for this development would be in the Town's proposed industrial park. The remaining 22 496.7 m² (242,160 sq. ft.) of GLA (based on the high Projection II) can be accommodated within the expanded central area. At the present development density (1 319.2 m² [14,200 sq. ft.] of GLA per acre), this amount of development would require approximately 4.94 ha. (12.2 net ac.) of land in addition to the 1.94 ha. (4.8 net ac.) presently developed.

TABLE 3
PROJECTED COMMERCIAL SPACE REQUIREMENTS
TOWN OF GIBBONS, 1981-2001

		PROJECTION I		PROJECTION II		
Year	Trade Area Population	Square Meters GLA	Net Hectares	Square Meters GLA	Net Hectares	
1981	3,240	6 337.6 m ² [5 990.2 m ²]*	1.94 ha.	6 337.6 m ² [5 990.2 m ²]*	1.94 ha.	
1986	low	4,330	8 005.2 m ²	3.08 ha.	8 849.7 m ²	3.42 ha.
	high	5,980	11 055.1 m ²	4.21 ha.	12 221.9 m ²	4.65 ha.
1991	low	5,640	10 427.1 m ²	3.97 ha.	12 574.9 m ²	4.82 ha.
	high	7,940	14 679.1 m ²	5.63 ha.	17 703.0 m ²	6.76 ha.
1996	low	6,700	12 386.4 m ²	4.73 ha.	16 183.2 m ²	6.19 ha.
	high	10,622	19 637.2 m ²	7.49 ha.	25 656.4 m ²	9.79 ha.
2001	low	9,160	16 933.8 m ²	6.48 ha.	22 125.1 m ²	8.46 ha.
	high	13,160	24 238.7 m ²	9.31 ha.	31 786.1 m ²	12.14 ha.

* amount of GLA currently in use.

³ This type of commercial development may include, for example, car and truck sales, retail warehouse sales, a home improvement centre in association with a lumber yard, etc.

As indicated by Table 3, there are currently 1.74 hectares (4.3 net acres) of land in the central area which are either vacant or available for redevelopment for commercial purposes. In addition, .61 hectare (1.5 acres) of the central area land are presently used for industrial purposes. With the development of the industrial park, these industrial uses can be moved out of the central area and replaced by commercial development. Under these circumstances a maximum of 2.59 hectares (6.4 acres) of land will have to be acquired for commercial purposes through redevelopment of the older residential properties adjacent to the central area.

The Community Survey indicates that the majority of residents purchase their specialized goods and services primarily in Edmonton (see Table 4). The majority of respondents perceive the need to develop and renovate the existing downtown commercial core in order to provide a wider variety of retail service to the local community.

TABLE 4

AVERAGE PROPORTION OF SHOPPING BY LOCATION
TOWN OF GIBBONS, 1981 (in percent)

	TOWN	EDMONTON	FORT SASKATCHEWAN	OTHER	TOTAL
Groceries	28.1	50.6	20.0	1.3	100
Drugs	61.3	31.1	7.2	0.4	100
Clothing	2.8	88.7	6.2	2.3	100
Hardware	3.2	80.7	13.6	2.5	100
Furniture	0.2	97.5	0.9	1.4	100
Major Appliances	0.1	97.2	0.7	2.0	100
Car/truck purchase	2.6	84.2	5.1	8.1	100
Car/truck service	42.3	46.2	5.3	6.2	100
Barber/beauty shop	56.7	33.9	3.3	6.1	100
Dry cleaning	65.9	30.3	2.6	1.2	100
Doctor	13.3	54.3	28.8	3.6	100
Restaurant	35.4	54.8	6.2	3.6	100

The policies to be implemented through the land use bylaw and other policy guidelines for areas designated Commercial are outlined in Section 5.2.

5.2 Municipal Goals, Objectives and Policies

GOAL: TO STRENGTHEN AND DIVERSIFY THE OVERALL COMMERCIAL FUNCTION OF THE TOWN IN ORDER TO PROVIDE A VARIETY OF COMMERCIAL SERVICES AND EMPLOYMENT OPPORTUNITIES TO LOCAL RESIDENTS AND TO IMPROVE THE TOWN'S TAX BASE.

OBJECTIVE: To encourage the continuing development of a full range of commercial activities in the Town.

POLICIES:

5.2.1 TOWN CENTRE

POLICY 1 *The Town should provide land of sufficient area and in suitable locations in order to allow for a variety of types of commercial uses.*

POLICY 2 *The Town shall reaffirm its commitment to the preservation of the present downtown (Town Centre) as the primary commercial and business area of the municipality.*

In keeping with the Town's policy to preserve the downtown area as the major central business district, all development occurring in the Town Centre will support this policy. A strong downtown core not only enhances the local economy within the community, but also develops the Town's identity and provides a central focal point in which social interaction may occur.

The strength and vitality of a municipality's downtown area depends not only on its relative size⁴ but, to a significant degree as well, on the types, intensities and arrangements of the various land uses it contains. The most dominant and important land use, in a downtown of the size envisioned for Gibbons, is retail trade, complemented by a variety of service establishments and office developments.

Furthermore, the continued viability of the downtown area also requires that its retail component include a major facility such as a community size mall capable of acting as a powerful anchor for the whole central commercial area.

⁴ Relative to the magnitude of the peripheral commercial development.

- POLICY 3 The Town should encourage new office development to locate in the downtown area, rather than in decentralized shopping areas or industrial parks.*
- POLICY 4 Primary commercial uses shall be concentrated along 50th Avenue to encourage a compact, central core area; any expansion outward will occur in a contiguous manner.*
- POLICY 5 The Town should encourage redevelopment and expansion of the existing downtown area. The highest densities will be encouraged in the area of greatest accessibility, generally along 50th Avenue.*
- POLICY 6 All new building and site design within the Town centre shall have regard for the scale and character of the surrounding area.*
- POLICY 7 Secondary commercial uses should not locate along 50th Avenue, but rather in Block 1 and fronting 51st Avenue and the CNR Railway Line.*
- Secondary commercial uses such as wholesale and retail furniture and supplies, home improvement, lumber yards and building supplies should be located adjacent to the higher density main commercial street. These establishments often require a greater site area, for larger buildings and additional surface parking, that would be somewhat incompatible with other uses along 50th Avenue.*
- POLICY 8 The Town shall encourage commercial development to be of the highest quality, particularly adjacent to major transportation routes.*
- POLICY 9 The Town should ensure that there is a sufficient amount of potentially developable land for new commercial development.*
- POLICY 10 The Town should encourage pedestrian traffic in the downtown area by developing a series of connecting walkways, safe pedestrian crosswalks and interesting public spaces.*

In order to create a stimulating downtown environment, a system of pedestrian walkways, connecting residential neighbourhoods with the commercial core, is an essential design element. Pathways introduce an interesting human scale to, what otherwise becomes, a vehicular-oriented commercial centre.

The existing parks within the Town offer the opportunity for natural links between land uses. Facilities such as the school, recreation centre, post office, Senior Citizens lodge and museum should be incorporated into a comprehensive pedestrian network as points of interest along this system where social interaction could be fostered.

To ensure pedestrian safety, it is critical that all walkways are separated from vehicular traffic and well marked (e.g. crossing lights and crosswalks) in locations where the two types of traffic overlap.

At strategic locations along these paths benches, garbage containers and directional signs should be provided.

POLICY 11

The Town should encourage private developers and owners of vacant land in the central area to develop land for commercial purposes.

The Town of Gibbons performs a dormitory community function within the region. In its promotion of local commercial development, the Town may wish to enter into partnership with private developers in order to:

- (a) provide a more diversified commercial core area;
- (b) encourage a more self-sufficient community;
- (c) improve the quality and viability of the existing downtown area;
- (d) increase local employment opportunities and
- (e) increase the local tax base.

POLICY 12

The Town may acquire commercial land to ensure that sufficient land is available for future commercial development.

If the Town embarks on downtown land acquisition to facilitate the location of major commercial developments in the central area, it will be in a position to:

- (a) influence to some degree the type of development in the downtown area;
- (b) facilitate a downtown location to future business and thus reduce the pressure for peripheral development, and
- (c) provide municipal parking in the downtown on vacant lots.

These measures would assist in stimulating the overall economic development in the Town.

POLICY 13 The Town should encourage and support programs to improve the visual image of the downtown such as:

- (a) planting trees and shrubs along 50th Avenue;*
- (b) installing garbage containers throughout the downtown;*
- (c) providing benches on major streets;*
- (d) providing bicycle racks throughout the downtown;*
- (e) installing attractive street lighting;*
- (f) encouraging store front renovations and*
- (g) enforcing a sign bylaw in the central business district, pursuant to the land use bylaw.*

POLICY 14 Where possible, new buildings in the Town Centre should have regard for solar orientation at the site design stage.

POLICY 15 The Town should encourage other Town Centre land uses such as recreational, entertainment, institutional, cultural and higher density residential development to promote variety, interest and form in the commercial core.

Various institutional, recreational, entertainment, education, cultural and higher density residential land uses also belong among the land use components which can be considered desirable for the central business district. The downtown area should be, as much as possible, activity and people-oriented. It should be able, therefore, to attract not only shoppers, but also those residents who want to spend their leisure time enjoyably and interestingly.

POLICY 16 Commercial land located adjacent to residential areas should have buffering, landscaping, facades, sign treatment, mechanical equipment, etc., that is acceptable to the development officer.

POLICY 17 Town Centre uses shall not encroach upon existing residential neighbourhoods unless it can be demonstrated to the Town that sufficient alternatives do not exist by way of infilling or redevelopment.

POLICY 18 The Town should encourage the preservation of historical buildings, focal points and vistas in the downtown area.

Within the Town Centre Area, the following points of interest and historically significant buildings are worth preserving since they enhance the architectural and visual quality of the area.

- (a) Anglican Church,
- (b) McLean's General Store and
- (c) Water Tower

In addition to these structures there are several buildings and natural features that give definition to this area, acting as focal points throughout the Town. They are:

- (a) the Grain Elevators,
- (b) the Seed Cleaning Plant,
- (c) the Roman Catholic Church,
- (d) the Tire Park,

- (e) the River Valley landscape and
- (f) the Poplar Place park woodlot.

The preservation of these man-made and natural features give the community a sense of history, uniqueness and variety to the streetscape. The Town shall ensure that new development enhances the local character present in the Town.

POLICY 19 Development in the Town Centre should introduce new design ideas, enhance the image of the area and give a sense of identity to the downtown area.

POLICY 20 The Town may permit higher density housing within the downtown area in conjunction with retail and office development.

As a guideline, the Town should not permit, at least initially, a density greater than 86.49 units per net hectare (35 units per net acre) in the downtown area.

POLICY 21 In keeping with the scale of the Town, multiple-family dwellings in the Town Centre should:

- (a) be developed to a density of no less than 16 dwelling units and no greater than 86.49 dwelling units per hectare (35 dwelling units per net acre);*
- (b) be restricted to a maximum of four storeys in height;*
- (c) be located on a site that will accommodate adequate on-site parking for occupants and visitors at the rear of the building and never at the front of the building;*
- (d) be developed so that private rear and side yards are screened from any adjoining street, lane or property by landscaping or fencing and*
- (e) contain a primary commercial use at grade level, where appropriate.*

POLICY 22 Access into commercial sites shall be limited, so not to interfere with local traffic patterns.

POLICY 23 Commercial development should have direct access to truck routes, arterial roads, and/or highways.

In order to provide efficient servicing for local commercial stores, such as delivery services, it is important that retail stores located in the downtown core have direct access to truck routes and/or highways.

POLICY 24 Adequate waste removal facilities shall be provided throughout the downtown.

5.2.2 LOCAL COMMERCIAL CENTRES

The predominant use of land in the area so designated shall be for retail businesses located in outlying residential areas and serving a convenience function. The neighbourhood convenience commercial centres indicated on the Concept Plan are only intended to identify general locations. The actual designation of the site will occur at the time of subdivision.

POLICY 1 A local convenience commercial centre shall:

- (a) not exceed 0.81 hectare (2 acres) in size;*
- (b) be located at least 0.2 hectares (0.5 miles) from the Town Centre along a collector or arterial road at neighbourhood entry points;*
- (c) contain a maximum gross leasable area of 1 858 m² (20,000 square feet);*
- (d) provide proper buffer and visual screening from adjacent residential areas;*
- (e) provide adequate on-site parking and service access and*
- (f) have regard for the scale and the unique characteristics of the surrounding neighbourhood as reflected in site and architectural design guidelines.*

POLICY 2 The Town should permit a total of no more than three local convenience shopping areas until the Town reaches a population of 12,000 residents.

The Community Survey indicates that the majority of residents in Gibbons desire improvements to the existing shopping facilities and a greater variety of local commercial goods and services. One way of fulfilling this requirement is the establishment of small convenience shopping areas strategically located in new rather than existing, neighbourhoods. This policy should be reviewed when the Town reaches a population threshold of 12,000 residents.

These convenience shopping areas will be limited in size to a maximum of 0.81 hectare (2 acres) sites in order to prevent competition with the existing downtown core. The location of these commercial pockets can be left to the designers of the new subdivision and their appreciation of local demand.

5.2.3 HIGHWAY COMMERCIAL

The predominant use of land in the areas so designated should be for commercial uses which either serve the automobile or travelling public; rely on exposure to vehicular traffic to maintain their economic viability or require large land areas to store products for sale.

Highway commercial uses should generally include service stations, drive-in restaurants, motels and hotels, restaurants, automobile and farm equipment dealerships, food stores, auto body repair shops and the like.

The policies, to be implemented through the Town of Gibbons Land Use Bylaw for areas designated highway commercial, shall be as follows:

POLICY 1 Highway commercial uses which cater to the travelling public and the automobile and are aesthetically pleasing and compatible with adjacent Town Centre uses should be encouraged to locate east of Highway #37.

POLICY 2 The Town may wish to periodically assess or reassess areas best suited for highway commercial development.

As the Town grows and develops, so does the character and pattern of its land uses. In order to maintain an awareness of these changes, the Town should undertake a periodic reassessment of its highway commercial lands.

POLICY 3 Businesses which require large lots for storing and displaying products for sale or have the potential for generating noise and/or odours shall be encouraged to locate east of Highway #37.

The proposed Industrial Park located northeast of Highway #37 would be best suited for highway commercial businesses which require large lots, such as automotive establishments.

POLICY 4 Access points from a site to a roadway should be limited and designed to minimize the danger to vehicular and pedestrian traffic.

Access points from a site to a roadway shall be limited to two per lot — one for access and one for egress.

POLICY 5 All highway commercial sites should be provided with a service road.

POLICY 6 The Town, in general should prohibit on-street parking in highway commercial areas.

POLICY 7 As a condition of subdivision approval for all proposed highway commercial development, the dedication of a service road should be required to limit access to the highway or arterial roads.

POLICY 8 The Town should ensure that ten percent of the highway commercial site should be landscaped.

Adequate buffering and landscaping control, especially in areas where highway commercial development is located adjacent to a residential neighbourhood, is important to the acceptability of highway commercial development. The planting of trees along the service road will serve as a noise buffer and will enhance the aesthetic quality of the area.

POLICY 9 All highway commercial areas shall enforce sign regulations to a height, size and placement which does not conflict with vehicular and pedestrian movement.

Sign control in a highway commercial development is an important factor in site design. The number, size, shape and location of signs affect the aesthetic quality of the area. Consideration should be given to sign placement, so not to obstruct pedestrian and/or vehicular movement.

PART 6 : INDUSTRIAL DEVELOPMENT

PART SIX INDUSTRIAL DEVELOPMENT

6.1 Preamble

In the past, the Town of Gibbons development was primarily affected by demographic and economic trends occurring in a relatively small agricultural hinterland. Recently, development has been operating within the broader scope of the Edmonton metropolitan region. In this period, metropolitan population decentralization has become one of the most visible trends affecting the municipalities within commuting distance of the City of Edmonton.

The experience of other North American metropolitan areas has been that residential development is usually followed by the movement of industrial development to decentralized locations and that manufacturing and related storage, wholesaling and transportation establishments are among those economic activities which display the greatest tendencies toward metropolitan decentralization.

The most frequently cited reasons for the decentralization of manufacturing and related activities include their need, for large tracts of land and their inability to obtain the necessary land at acceptable prices in more central locations. Additional reasons relate to the congestion of central metropolitan areas and the increasing orientation of manufacturing activities to national markets and their need to be close to major national transportation links, highway interchanges and airports.

Industrial firms require for their operations, not only inexpensive land and good transportation connections, but also a sufficient labour pool on which to draw. A suburban population often contains, particularly in the initial stages, a very large proportion of higher income workers whose educational and related occupational characteristics predispose them for the employment found in the downtown area of a central city rather than that offered by decentralizing manufacturing firms. For this reason, the population size of a municipality and the corresponding size of its labour force, as well as its housing mix and associated diversity of the local labour pool, can be important determinants of a municipality's ability to attract industrial development.

According to the Community Survey the majority of residents are currently employed in the Construction and Trade industry (16.1 percent), followed by Service (12.8 percent), Transport Equipment (12.1 percent), and Management Administration (10.3 percent). Table 5 indicates that between 16.7 and 18.2 percent of the Town's employed labour force have in recent years been able to find jobs within the Town's boundaries. As a result, a large proportion of Gibbons' labour force has been commuting to work elsewhere, mainly to the City of Edmonton.

TABLE 5

LABOUR FORCE BY PLACE OF EMPLOYMENT
TOWN OF GIBBONS, 1971, 1981

	GIBBONS	EDMONTON	FORT SASKATCHEWAN	OTHER	TOTAL(%)
1971	18.2	51.5	9.1	21.2	100.0
1981	16.7	62.4	7.4	13.5	100.0

Source: Statistics Canada, Census of Canada 1971; Community Survey of the Town of Gibbons, 1981

These figures provide evidence that the Town of Gibbons has largely been functioning in recent years as a metropolitan dormitory community. Because of the mutual interrelatedness of the communities which form the Edmonton metropolitan area, some degree of dormitory function should be considered a normal and inevitable occurrence. However, the extent to which Gibbons presently performs this role can be considered excessive¹ and some action on the part of the Town will be necessary in order to improve the balance between the growth in population and in local economic activities.

Gibbons residents generally favour population growth and the increased opportunities for employment and improved business development that is normally associated with growth. Furthermore, Gibbons' residents consider the development of local industry as a means of strengthening the municipal fiscal base, so that the necessary urban services can be provided at reasonable residential taxation rates.

Given that the existing economic prosperity of the province and the Edmonton metropolitan area will continue into the foreseeable future, the Town of Gibbons can be considered to have good potential for future industrial development. The main factors reflecting positively on the Town's industrial development potential include:

- (a) the existing tendency for population and industrial development to decentralize within the Edmonton metropolitan area;

¹ It can be noted for comparative purposes, that in 1981, for example, Fort Saskatchewan had over 57 percent of its labour force employed locally; Leduc's local employment figure was 39 percent and Devon's 37 percent.

- (b) Gibbons' good accessibility (by road and rail) to the central city's industrial-business and commercial districts;
- (c) Gibbons' proximity to the developing petrochemical complexes in the northeastern corner of the metropolitan area;
- (d) Gibbons' ability to draw, not only on its own expanding labour force, but also on the highly diversified and sophisticated labour pool of the City of Edmonton (particularly with expected residential development of the newly annexed land in the northeastern area) and
- (e) the availability of land within the Town's boundaries designated for industrial purposes.

Gibbons' future industrial land needs can be expected to range between 32.38 and 97.13 gross hectares (80 - 240 gross acres) for the low population projection and between 48.56 and 145.69 gross hectares (120 - 360 gross acres) for the high population projection by the year 2001.

These fairly wide ranges reflect the existing degree of uncertainty concerning the function the Town is likely to perform in the future. If the Town achieves only modest progress in its efforts to balance its economic base and remains, to a substantial degree, a dormitory municipality, the industrial land requirements will likely be at the lower end of the projected range -- between 32.38 and 48.56 gross hectares (80 - 120 gross acres). On the other hand, if the Town is reasonably successful in its industrial development efforts, the local demand for industrial land can be expected to reach the upper points of the projected range -- between 97.13 and 145.69 gross hectares (240 - 360 gross acres). In the former case the Town's industrial land requirements could be satisfied by the amount of land in its proposed industrial park. With the latter situation, annexation of additional land, ranging between 46.54 and 95.10 gross hectares (115 - 235 gross acres), would be necessary in order to satisfy the projected demand.

The predominant use of land in the areas designated for industrial use should include: cartage and trucking companies, highway maintenance yards, grain elevators, warehouses, storage yards, manufacturing businesses, processors or assemblers, bulk oil storage, public uses and the like.

Highway commercial development which is compatible with, and does not detract from the overall intent and characteristics of industrial development shall be permitted.

The policies to be implemented through the land use bylaw and other policy guidelines for areas designated Industrial are outlined in Section 6.2.

6.2 Municipal Goals, Objectives and Policies

GOAL: TO DEVELOP INDUSTRIAL ACTIVITIES IN THE MUNICIPALITY IN ORDER TO INCREASE LOCAL EMPLOYMENT OPPORTUNITIES, MINIMIZE COMMUTING TO WORK FOR LOCAL RESIDENTS AND STRENGTHEN THE TOWN'S TAX BASE.

OBJECTIVE: To ensure the development of high quality industrial areas in the Town which are compatible with non-industrial areas.

POLICIES:

POLICY 1 *The Town shall continue to take advantage of Provincial policies and incentives to assist industrial development.*

Both the federal and provincial governments have developed various policies and programs to encourage the growth and development of industry in order to achieve balanced economic growth within Alberta. The principle of industrial decentralization within the metropolitan region is one means of attaining this goal.

Alberta Tourism and Small Business has initiated an "Alberta Locations Program" to assist communities throughout Alberta to achieve a viable long term economic base, by attracting new business and industry. Alberta Housing Corporation also has an "Alberta Industrial Land" program to assist municipalities in:

- (a) providing an adequate supply of land for industrial development;
- (b) attracting suitable industries and
- (c) encouraging attractive regional and industrial sites and facilities.

In addition to these provincial programs, the Federal Department of Regional Economic Expansion's (DREE) objectives are to improve opportunities for productive employment and access to those opportunities in areas of Alberta requiring special measures to promote socio-economic development.

The Town should take the initiative and apply for these and other types of programs in an effort to attract future industrial development in Gibbons.

POLICY 2 Industries with potential for generating noise, odours, toxic or noxious emission, fire or explosive hazards, open discharge of solid or liquid wastes, or similar pollutants shall be required to locate in designated areas of the industrial park northeast of Highway #37.

POLICY 3 Notwithstanding the highway commercial designation, industries which would benefit from highway exposure may be allowed to locate in the industrial park northeast of Highway #37, provided they would not have an adverse affect on any adjacent highway commercial uses.

POLICY 4 Adequate on-site parking and loading facilities shall be provided.

POLICY 5 Adequate buffering, such as fences or planted screens shall be provided throughout the industrial sector, particularly where outdoor storage areas abut other properties, public roads and/or municipal reserves.

POLICY 6 The Town shall not permit noxious and unaesthetic industrial uses to locate in close proximity to residential and open space areas.

POLICY 7 Proposed industrial parcels should be suitable in area and dimension to the types of industrial development anticipated.

The size of industrial parcels should vary, to enable both small and large scale businesses to locate within the industrial park. If large scale development is anticipated, the larger parcels should be designed to accommodate future on-site expansion or resubdivision.

POLICY 8 The Town favours expansion of its northeast industrial area in an easterly and southerly direction; only annexations constituting a contiguous expansion of this area should be supported.

In order to discourage dispersed industrial development throughout the Town, land adjacent to the northeast industrial park will be supported for future industrial expansion. To do otherwise would be to allow a shift of industrial development less desirable locations, to fragment industrial development and thus to eliminate, or at least weaken, the positive effects of industrial agglomeration.

POLICY 9 If the pace of industrial development in the municipality is found unsatisfactory, the Town may undertake a program of industrial land banking as a means of facilitating and promoting local industrial development.

The land south of the existing industrial park can be considered for this purpose. The integration of this area into one continuous industrial complex can be expected to stimulate industrial development in the Gibbons area.

POLICY 10 If land acquisition is found to be very difficult or impossible, then, as a last resort, the Town may wish to acquire a portion or portions of the industrially designated land within the Town and take over the financial responsibility for its servicing and sale.

Aquisitions by expropriation should be considered, however, only as a last resort and undertaken only if it is clear that the land obtained through expropriation could be sold at prices which would be attractive for industrial development and still permit the Town to recover at least its costs.

POLICY 11 The Town should attempt, through its residential development policies, to attract a diversified labour force suitable for industrial development.

By encouraging a variety of affordable residential accommodation in Gibbons to suit the needs of a diversified population, the future industrial labour force may be encouraged to reside and work in Gibbons, thereby strengthening and stabilizing the local community.

POLICY 12 The Town shall ensure that industrial development adjacent to major access roads in the industrial areas is of the highest quality.

POLICY 13 The Town should cooperate with local business groups in promoting the municipality as a good place to live and establish a business.

The Town, in cooperation with a local Chamber of Commerce and other business groups, must launch a program to attract new businesses to Gibbons. The media and brochures are two methods by which promotional information concerning the Town can be communicated to the public.

- POLICY 14 The Town should continue to seek industries which could successfully locate within the community.*

In order to attract businesses which will be economically viable in the community, the Town may wish to undertake a market analysis, with the assistance of Alberta Tourism and Small Business, to determine the types of businesses best suited to locate in Gibbons.

- POLICY 15 The Town shall encourage proper standards of industrial subdivision and site design.*

- POLICY 16 Industrial land should be designated in relatively large parcels to accommodate both small and large industries, with sufficient land for their expansion purposes.*

- POLICY 17 Industrial areas should have direct access to truck routes, highways and railway lines.*

- POLICY 18 The Town should encourage existing secondary commercial and industrial development to relocate from the central business district to other areas, when suitable sites become available.*

In keeping with the Town's desire to centralize industry in the northeast industrial park, existing industrial businesses such as Loblick Industries and Argo Engineering, should relocate from the downtown area to larger, more suitable sites located east of Highway #37. The vacating of their existing properties will enable future commercial infilling along 50th Avenue and 51st Street.

- POLICY 19 The Town, in cooperation with the developer and through development agreements, shall establish development guidelines to ensure high quality building exteriors and site design.*

- POLICY 20 In industrial areas, the Town should recommend to the subdivision approving authority that reserve lands be dedicated as parks and to be designated as municipal reserve (MR).*

Recently, new industrial parks have reserved land for park development to be used by local employees during lunch hours and coffee breaks.

These parks also offer after hour recreational opportunities for nearby residents. In addition, permanent open space provides a natural, visually appealing buffer between industrial and residential or commercial areas.

Land in excess of industrial area recreation requirements may be sold with the proceeds used to acquire open space elsewhere.

PART 7 : GENERAL LAND USE DEVELOPMENT



PART SEVEN GENERAL LAND USE DEVELOPMENT

7.1 Preamble

The policies contained in this section are designed to support, strengthen or compliment the goals, objectives and policies stated throughout this General Municipal Plan.

7.2 Land Development

POLICIES:

POLICY 1 The Town shall continue to use the Town of Gibbons Land Use Bylaw to promote orderly development and to continually revise this document to ensure that it meets the changing needs of the Town.

POLICY 2 The Town should strive in cooperation with the Edmonton Metropolitan Regional Planning Commission to develop the municipality as an agricultural-resource based, service and commuter center.

7.3 Development Levies

POLICIES:

POLICY 1 In all private development areas, the developer should be responsible for providing the required roadways, sidewalks, curbs, drainage ditches, storm sewers, culverts, landfills, water and sewage disposal systems, and public utilities, which are necessary for the development.

POLICY 2 The Town shall recommend to the subdivision approving authority that as a condition of subdivision approval the developer enter into an agreement with the Town concerning the costs of those items outlined in Section 77 of the Planning Act, R.S.A.

7.4 Reserve Land

POLICIES:

- POLICY 1 The Town should recommend to the subdivision approving authority that as a condition of subdivision approval:
- (a) Those lands lying below the top of the bank of the Sturgeon River be dedicated as Environmental Reserve (ER), pursuant to Sections 98 and 111 of the Planning Act, R.S.A.;
 - (b) A strip of land not less than 6 metres (20 feet) in width from the top of the bank of the Sturgeon River be designated as Environmental Reserve (ER) for the purposes of public access and conservation;
 - (c) The dedication of reserve land as either Municipal Reserve (MR) or Municipal School Reserve (MSR) within any subdivision for the provision of schools, parks, tot lots, buffer strips or recreational uses;
 - (d) No money-in-lieu of reserve should be taken until a joint agreement between the Town and the respective school authority has been signed;
 - (e) Notwithstanding subsections 3 and 4, an agreement between the Town and the respective school authority may modify these subsections without requiring an amendment to the General Municipal Plan, and
 - (f) Creditable reserve land (MR, SR, MSR) should be suitable for the uses intended.

PART 8 : TRANSPORTATION

PART EIGHT TRANSPORTATION

8.1 Preamble

A road hierarchy is illustrated on the Concept Plan (Map 3). The formulation of a road classification system and a set of transportation policies is directed toward the satisfaction of two major objectives: the movement of through traffic into and out of the planning area as efficiently as possible and the safe and unimpeded movement of people and goods between different land use areas.

ROAD CLASSIFICATION SYSTEM¹

- (a) Arterial Roads — These roads are designed to carry medium to high levels of traffic volumes through the planning area over a right-of-way which should generally be 30.5 m - 55.6 m (100 - 180 ft.) in width. These roads, in addition to those shown on Map 3, shall be considered the truck route through the planning area.
- (b) Collector Roads — These roads are designed to carry medium levels of traffic volumes between local roads and arterial roads, to serve secondary traffic generators such as community parks and business centres, and to distribute traffic from arterial roads to local residential, commercial and industrial roads. The right-of-way width of collector roads should be approximately 24 m (79 ft.).
- (c) Minor roads — These roads are designed to carry low levels of traffic volumes and to provide access to individual parcels of land over a right-of-way width which should be approximately 18 m (59 ft.).

The following transportation policies will address long term roadway patterns and parking requirements.

¹ Alberta Transportation, Transportation Implications of Gibbons General Municipal Plan Development Scenarios. December, 1981

8.2 Municipal Goals, Objectives and Policies

8.2.1 GENERAL

GOAL: TO PROVIDE AN EFFICIENT TRANSPORTATION SYSTEM FOR THE TOWN OF GIBBONS TO MEET THE COMMUNITY'S SHORT AND LONG TERM REQUIREMENTS.

OBJECTIVE: To ensure that all roadways provide easy access and egress throughout the Town.

POLICIES:

POLICY 1 The Town shall ensure the future development of a comprehensive transportation network according to its roadway plans (see Map 3).

Roadway plans should be updated and revised periodically to accommodate changes in land use.

POLICY 2 The Town shall recommend to Alberta Transportation that Highways #37 and #28 be widened to a four-lane standard between Gibbons and Edmonton to accommodate the increase in commuter traffic expected in this area.

POLICY 3 The Town shall encourage Alberta Transportation to construct highway interchanges to the north and south of Gibbons along Highway #37.

In order to provide access to the proposed industrial park without interrupting the steady flow of traffic along Highway #37, a grade separated interchange at Secondary Road #643 will be constructed when traffic demands dictate.

Similarly, another interchange will be constructed at the proposed east-west section road for all internal traffic in the southern and western portion of the Town to access onto Highway #37; Alberta Transportation recommends that the temporary at grade access at 50th Avenue be permanently closed along Highway #37 upon the completion of these grade separated interchanges.

POLICY 4 Secondary road #643 shall be widened to a 4-lane arterial standard when growth in the Town dictates.

POLICY 5 Fiftieth Avenue shall remain the downtown arterial connecting to Highway #37 as long as it is feasible. When traffic volumes dictate, access from this arterial to Highway #37 will be closed and secondary road #643 will become the main entrance to the downtown area and the industrial park.

POLICY 6 Fifty-first street shall become the Town's major north-south 4-lane collector road channelling all internal traffic to and from the east-west section road.

POLICY 7 The number of minor residential collectors accessing onto 51st Street shall be restricted to a maximum of eight in the new residential areas within the Town's existing boundaries, unless otherwise deemed necessary by future transportation studies.

Since 51st Street will become the major north-south transportation corridor in the Town, it is essential that a free flow of traffic be maintained. Therefore, the number of collectors accessing onto 51st Street will be restricted.

POLICY 8 New streets and subdivisions shall be planned to minimize through traffic in residential areas.

Traffic generated from new subdivisions should neither overload the existing residential street system nor disrupt the flow of traffic on existing collectors and arterials.

A defined street hierarchy provides for the quieter, slower and safer movement of traffic in residential areas and eliminates unnecessary through traffic.

POLICY 9 In new subdivisions, no residential frontage should be permitted on arterial roads unless a service roadway, adequate setbacks and/or buffering are provided.

Since arterial roads serve a high volume of traffic throughout the Town, it is necessary to provide additional separation between the roadway and the adjacent dwelling units.

A service roadway would provide a buffer between these incompatible land uses, while ensuring a free flow of traffic along the arterial.

Landscaping along this service road would serve as a natural screen between the road and the dwelling unit. Tree planting would psychologically reduce the impact of the roadway and would enhance the visual quality of the neighbourhood.

POLICY 10 *No new residential developments shall be permitted along highways, arterial roads or major collectors unless adequate buffering is provided (e.g., berms, fencing, landscaping).*

Man-made or natural buffers, when carefully constructed, can significantly reduce noise levels as well as providing a more pleasant, visual impression of the neighbourhood. The size, type and shape of the buffer will largely depend on the street hierarchy and the neighbourhood scale and site characteristics.

POLICY 11 *The Town may permit one, temporary at grade access at a one mile interval south of the proposed interchange along Highway #37 to the north of the Town, until the extension of 51st Street and the construction of the east-west section road is complete.*

As residential development occurs to the south of New Lunnon, particularly N.E. 1/4 3-56-23-4th and N.W. 1/4 3-56-23-W4th, a temporary at grade access to Highway #37 may be required. This roadway would provide residents in this area with direct highway access, while maintaining the integrity of 51st Street.

This at grade access should be designed so that the road can be eventually incorporated into the permanent subdivision roadway system for development occurring N.E. 1/4 3-56-23-W4th. Since all future residents in this area will be using this at grade access, a cost sharing agreement between the respective developers may be desirable.

POLICY 12 *The Town should restrict the temporary Brumfit subdivision road to construction vehicles with local traffic not being permitted to use this temporary at grade access to Highway #37.*

Since the Brumfit subdivision road was never designed to function as a minor collector, a temporary at grade access to Highway #37 should be prohibited for the following reasons:

- (a) The access circulates traffic through a low density residential neighbourhood along local traffic roads;

- (b) The access conveniently serves only a limited segment of the Town due to an awkward circulation pattern and competition with existing vehicular routes;
- (c) The access creates cross lane turning patterns for vehicles originating from the south and entering the Town, yet its short term use does not warrant, from a cost perspective, the construction of turning or acceleration lanes or similar safety measures;
- (d) The access would require considerable upgrading from its present level if higher traffic volumes are to use it; and
- (e) Closure at a future date may be strongly opposed by those residents accustomed to using it.

POLICY 13 The east-west section road shall be widened to a four-lane standard arterial when 51st Street is fully extended to the south and when growth dictates.

POLICY 14 The existing access road at Highway #28 shall remain open until development occurs to the west of the Sturgeon River; The Town, in conjunction with the M.D. of Sturgeon, will upgrade this access road to urban standards.

When development occurs in a westerly direction, Alberta Transportation recommends the closure of the access road entrance at Highway #28 and a new interchange be constructed approximately 1.6 or 3.2 kilometres (one or two miles) west of this entrance, as demand warrants.

Since most of the existing access road will remain open, Alberta Transportation further recommends that this road be upgraded to urban standards to accommodate an increase in traffic pressures.

POLICY 15 Alberta Transportation in partnership with the Town and the M.D. of Sturgeon should provide financial support for the reconstruction of the existing bridge over the Sturgeon River.

As the Town grows and develops, there will be additional traffic pressures on the bridge which will necessitate reconstruction to an urban standard.

- POLICY 16 The Town shall encourage Alberta Transportation to construct an additional bridge over the Sturgeon River connecting the east-west section road to the south when development occurs west of the river valley.*

When residential development occurs west of the river, then, as part of a comprehensive long range transportation plan for the Town, an additional bridge will be required to the south, to provide access to the land west of the river and to Highway #28.

- POLICY 17 The Town shall develop a truck route system to direct such vehicles onto designated roadways.*

In order to avoid undue conflicts between vehicular and pedestrian movement, it is desirable to establish a truck route system in the Town. The routes should be as direct and uninterrupted as possible, following arterials and major collectors. Truck access to residential areas shall be prohibited.

- POLICY 18 The Town shall continue to provide an efficient road maintenance program.*

In order to ensure an efficient flow of traffic throughout the Town, it is important that road surfaces be upgraded periodically and cleared of snow, loose gravel and/or debris.

Improvement in road maintenance was identified in the Community Survey as the number one issue warranting immediate attention.

- POLICY 19 School bus routes should follow major and minor collector roads.*

- POLICY 20 The Town should investigate the future need for a public transit system, when growth dictates.*

Currently, the only public transportation in Gibbons is a Greyhound Bus service between Gibbons and Edmonton. According to Alberta Transportation, when the Town reaches a population of 10,000 to 20,000 residents a transit service may be feasible. The thresholds for public transit however vary, depending upon the rate and type of community development. A formal transit study should be undertaken at some point in the future to identify the potential demand, system size and cost parameters for Gibbons using various projected population thresholds.

- POLICY 21 Safe and convenient walkways and/or bicycle paths shall be provided for the crossing of natural or physical barriers, such as ravines, railway lines and highways.*

8.2.2 PARKING

OBJECTIVE: To provide sufficient parking in the Town of Gibbons.

POLICIES:

- POLICY 1 The Town should ensure that parking facilities are well distributed throughout the downtown area.*

The Town should avoid concentrating too much parking in one location. An even distribution of parking throughout the downtown area will be more convenient for central area patrons and merchants.

- POLICY 2 The Town shall monitor downtown parking requirements, and, in cooperation with its EMRPC planning adviser, will periodically review and update its parking policies. All new commercial development should provide on-site parking in order to protect the function of the street.*

The Town may wish to establish a parking fund to provide parking in the commercial core and, in this respect, may consider allowing the developer to provide approximately two-thirds of the parking requirements in the form of on-site parking spaces with the balance being taken as cash-in-lieu-of-parking to be placed in the municipal parking fund.

- POLICY 3 Parking on arterial roadways should be permitted only to the extent that it does not conflict with the primary purpose of such roadways, which is the efficient movement of vehicles.*

Currently, angle parking is permitted at the west end of 50th Avenue. Since this type of parking demands more space and interrupts both vehicular and pedestrian movement and safety, the number of angle stalls will not be increased in the downtown area.

POLICY 4 *The Town should prohibit parking along industrial arterial and collector roads, as traffic conditions warrant.*

Although there is sufficient width on the industrial collector for parking, this will hinder turning movements, especially for large trucks.

POLICY 5 *The Town shall encourage, wherever possible, on-site parking.*

To ensure an even flow of downtown traffic and pedestrian safety, on-site parking will be encouraged in the commercial core area. An abundance of on-street parking is often visually offensive. In addition, parked cars complicate street cleaning and snow removal services.

POLICY 6 *Loading, delivery and emergency vehicle zones and routes should:*

- (a) be clearly marked;*
- (b) be wide enough to allow two vehicles to pass, and*
- (c) be screened from adjacent land uses.*

POLICY 7 *When highways or local streets are planned or rerouted, the impacts on parking shall be investigated by the Town to avoid possible conflicts.*

POLICY 8 *The Town shall ensure that all on and off-site parking is well maintained on an ongoing basis.*

The maintenance of parking areas is critical from a safety and functional standpoint. Clearing snow, dirt and greasy surfaces; repairing potholes and curbs; providing clear signs and well marked lanes; landscaping and surface drainage are measures which would promote high quality parking standards in the Town.

POLICY 9 *The Town should adopt and enforce a bylaw prohibiting trail bikes and snowmobiles on all municipal roads, laneways, undeveloped land, municipal reserves and valley lands unless otherwise stipulated.*

The results of the Community Survey indicate dissatisfaction with the number of trail bikes and snowmobiles on neighbourhood streets and lanes. Noise disturbances and conflicts between vehicular and pedestrian movement were a major concern. The Town, in conjunction with rural landowners and the M.D. of Sturgeon, should designate specific areas for this type of recreation.

POLICY 10 The Town may wish to undertake a downtown parking study when demand dictates.

In order to effectively plan for future parking requirements, a parking study is recommended to determine:

- (a) the number of existing lots,
- (b) the number of lots currently being used on a regular basis,
- (c) the amount of additional land required to create new lots and
- (d) the best location for new parking areas.

A study of the downtown street system should be included in a parking study since sidestreet parking on unused streets could relieve parking pressure in the downtown area.

POLICY 11 When acquiring land for future parking requirements, the Town may wish to consider the site's size, shape and location as being flexible enough for long term parking needs.

It is important to undertake long range planning for parking requirements in a growing community. Additional land for parking should be accessible to other land uses and flexible enough to accommodate expansion requirements, such as a future parking garage or ramps.

POLICY 12 The Town, in cooperation with the Chamber of Commerce, should publicize the availability of new parking areas.

POLICY 13 The Town may wish to encourage other sources of parking such as church lots, schools, or office buildings during specified hours so not to conflict with parking required for the site's principal use.

POLICY 14 *If additional parking is required the Town may wish to use vacant lands on a temporary basis through a lease agreement.*

POLICY 15 *Where possible, parking lots should be connected to other land uses by pedestrian walkways.*

POLICY 16 *Traffic and pedestrian control shall be provided as required through signals, lane markings, crosswalks signage and/or other appropriate control devices.*

POLICY 17 *The Town shall continue to ensure that landscaping, lighting, signage and other parking requirements are met pursuant to the land use bylaw.*

Views of parking lots from public areas or residential developments should be preserved. Landscaping helps to reduce the scale of parking lots, and can offer shade and wind protection and a more aesthetic environment.

POLICY 18 *The Town should provide bicycle racks on parking lot sites.*

To encourage pedestrian oriented traffic throughout the Town, and particularly in the downtown area, bicycle racks will be installed on or adjacent to parking sites. They should be located in a highly visible and accessible area, to discourage vandalism.

PART 9 : MUNICIPAL SERVICES



PART NINE MUNICIPAL SERVICES

9.1 Preamble

The Northwestern Utilities Pipeline right-of-way crosses the south portion of the Town, parallel to 44th Avenue. The pipeline collects oil and gas from well sites and transports these products to collector and processing facilities. Northwestern Utilities provide natural gas to local consumers within the community.

Gibbons is also located in a sour gas field which cuts across the M.D. of Sturgeon. According to the Energy Resources Board, "...there are no sour gas reserves present within the Town of Gibbons and the lands adjacent to the Town...

The nearest sour gas would have been from the Fairy-dell-Bon Accord D-2A Pool, an oil pool which was abandoned in 1965. This pool was located in Sections 20, 21, 28 and 29, Township 56, Range 23, W4M.

Other pools in the area containing sour gas would be the Excelsior D-2 Pool, situated 3.5 miles west of the proposed expansion to the Town of Gibbons and the Redwater D-3A Pool situated 9 miles to the east in Range 21, W4M."

Therefore, there appears to be no immediate, foreseeable sour gas hazard in the areas designated for future development in the Town of Gibbons.

The Northeast Water Board supplies the Town with its local water requirements. The Water Board purchases water from the County of Strathcona, who in turn purchases from the City of Edmonton. Therefore, Gibbons is being supplied by the City of Edmonton Water Works system. The line that is connected to the Town and serves other communities in the area, has a pumping capacity of 13,638 kilolitres (3 million gallons) per day which could serve a population of 30,000, if all pumping facilities are installed on the line.

Trans Alta Utilities (St. Albert Division) supplies and distributes local utilities under the auspices of the St. Albert Division. Utility corridors are located throughout the Town providing services to adjacent lots. The Town of Gibbons has a facultative lagoon sewage treatment system consisting of four anaerobic ponds, a holding cell, and a storage pond located in the northeast and northwest sections of the Town. Currently, the Town discharges its treated effluent once a year into the Sturgeon River. The Department of Environment is investigating the possibility of semiannual discharge during the spring and the fall. The existing treatment facility will not be able to provide the regional level of treatment in the near future due to geotechnical reasons and the ever increasing demand resulting from the rate of new residential development.

Therefore, the Town should undertake a detailed analysis of the impact any future development may have on the existing utility system. Particular attention should be given to sanitary sewage extensions to undeveloped land in the S.E.1/4 3-56-23-W4th and adequate fire flow to the northeast industrial park.

The following policies address ways in which the Town should develop future municipal services.

9.2 Municipal Goals, Objectives and Policies

GOAL: TO PROVIDE THE NECESSARY UTILITY SYSTEM TO ACCOMMODATE GROWTH.

OBJECTIVE: To regulate the installation and development of municipal servicing in Gibbons to conform with the Town's land development practices.

POLICIES:

POLICY 1 *The utility systems shall be upgraded and expanded in accordance with Gibbons' long term utility servicing plans and as needs dictate.*

The Town should undertake a comprehensive utilities study assessing the impacts that existing and future development areas may have on long term utility systems.

In addition, the following short-term servicing issues should be investigated:

- (a) the provision of a sanitary sewage system to the land located S.E.1/4 3-56-23-W4th, and
- (b) the provision of adequate fire flow to the industrial area east of Highway #37.

POLICY 2 *Future developments shall conform with the Town's overall utilities system.*

POLICY 3 *The Town shall not permit premature installation of municipal services that would adversely affect the desired sequence of development.*

PART 10 : PROTECTIVE SERVICES

PART TEN PROTECTIVE SERVICES

10.1 Preamble

Protective services such as police and fire are important community planning considerations. As a Town's population increases, the required level of services changes.

The RCMP detachment stationed in Morinville provides police service for the Town. The fire department is operated by a volunteer staff of 22 men supervised by a volunteer fire chief.

The Community Survey results indicate that most of the respondents are satisfied with the level of fire protection, but are dissatisfied with the current police protection. Residents feel that the presence of a locally established detachment in Gibbons would significantly reduce the amount of crime occurring within the community.

The following policies address short and long range fire and police requirements for the Town of Gibbons.

10.2 Municipal Goals, Objectives and Policies

10.2.1 POLICE PROTECTION

GOAL: TO ENSURE THAT THE COMMUNITY OF GIBBONS MAINTAINS A HIGH CALIBRE OF PROTECTIVE SERVICES TODAY AND IN THE FUTURE.

OBJECTIVE: To ensure that the Town of Gibbons provides adequate police protection for its residents.

POLICIES:

- POLICY 1** (a) *The Town should continue to cooperate with the RCMP detachment in Morinville for its police services, and*
- (b) *the Town will endeavour to establish a local detachment when it reaches the minimum population threshold determined by the Provincial Cabinet.*

Under present legislation, Alberta communities with a population over 1,500 may qualify for a local police detachment. There is currently a proposal before the Provincial Cabinet to increase the minimum population threshold to 5,000 people, however, this decision is pending final approval.

If this new threshold is adopted, then the Town of Gibbons will rely on the RCMP detachment in Morinville until such time as it achieves this growth.

POLICY 2

The Town should encourage the RCMP to provide more neighbourhood patrolling, especially in the neighbourhood of Gibbons Proper and to establish a higher profile in the community.

The degree of dissatisfaction with policing in Gibbons is quite high. A lack of local policing and patrolling is the source of this dissatisfaction. Of all the neighbourhoods within the Town, Gibbons Proper reported the highest degree of dissatisfaction with policing.

It appears that the general dissatisfaction with police protection would be reduced if the presence of police officers from the Morinville detachment in the Town was increased. The Town may also wish to consider hiring a Bylaw Enforcement officer to satisfy, in part, these public demands and concerns.

POLICY 3

The Town will endeavour to encourage its residents to adopt a preventive attitude towards crime.

A significant number of residents stated they were concerned about residential break-ins, however, only a small percentage of those concerned reported having protective devices in their homes. Public information on the merits of protective devices in the home may prove valuable. The RCMP report that the actual number of residential break-ins on a yearly basis is low.

The Town should continue their Block Parent and Neighbourhood Watch Program in an effort to maintain this low incidence of crime.

10.2.2 FIRE PROTECTION

OBJECTIVE: To provide a high standard of fire protection for the Town residents.

POLICIES:

POLICY 1 The Town should upgrade, when required the existing reservoir and install a new fire pump, which in addition to the existing pump will produce 227.3 to 265.1 litres per second (l/s) (3,000 - 3,500 gallons per minute [gpm]) fire flow.

In order to serve any additional light industrial development, the Town will require a fire flow of 227.3 to 265.1 litres per second (l/s) (3,000 - 3,500 gallons per minute). The present fire pump can provide a fire flow of 151.5 l/s (200 gpm). Another fire pump will be required to provide an additional fire flow of 75.8 to 113.6 l/s (1,000 to 1,500 gpm).

POLICY 2 The Town should consider purchasing an additional pumper vehicle with a minimum pumping capacity of 80.4 litres per second (1,062 gpm).

When light industrial development occurs in Gibbons, the Town will require a pumping capacity of 227.3 l/s (3,000 gpm). Based on the credit the Town receives from its own pumper, the M.D. of Sturgeon pumper and intermunicipal agreements, the Town currently has a rated pumping capacity of 146.8 l/s (1,938 gpm). Therefore, in order to reach the desired level of 227.3 l/s (3,000 gpm), the pumping capacity must be increased by 80.4 lps (1,062 gpm).

POLICY 3 The Town should provide additional vehicle storage area at the fire hall when the new pumper vehicle is purchased.

The fire hall is strategically located in close proximity to all residential, commercial, industrial and institutional areas in the Town, as well as designated future expansion areas. If and when an additional pumper is purchased, the workshop adjacent to the existing fire hall may be converted into two extra bays to accommodate the new pumper.

POLICY 4 The Town should increase its firefighting force when additional equipment is acquired.

If the Town purchases a third pumper, the existing firefighting staff will have to increase to either 12 full-time firefighters or 36 volunteers. A volunteer recruiting program may have to be undertaken.

POLICY 5 When the Town of Gibbons reaches a population threshold of 4,000 - 5,000, the Town should consider a full-time fire chief.

The demands on the time of the fire chief in performing duties such as inspections, training, public education and investigation of fires, increase as communities experience growth. Towns with a population threshold of 4,000 - 5,000 residents should begin to consider appointing a full-time fire chief. Gibbons will likely require a full-time person once the Town reaches this population threshold.

PART 11 : EDUCATION



PART
ELEVEN

EDUCATION

11.1 Preamble

An important aspect of community development is planning for the location of education facilities. Planning for future space requirements demands a careful examination of design principles and locational criteria.

The Town of Gibbons is a young, growing community, already experiencing overcrowding in the existing local school. A combination of population growth and a relatively large proportion of preschool and elementary school age children accounts for residents' concern with schools. Although the size, location and construction of schools are the responsibility of a school board, the Town may influence this situation by:

- (a) controlling the rate of residential, commercial and industrial development within the Town;
- (b) controlling the type or types of housing units and the housing density in each new residential subdivision, and
- (c) controlling the staging of various development proposals.

The following policies address the Town's role in educational facility planning.

11.2 Municipal Goals, Objectives and Policies

GOAL: TO PROVIDE A HIGH STANDARD OF EDUCATION FOR ALL RESIDENTS IN GIBBONS.

OBJECTIVE: To assist the appropriate school authorities in providing a high standard of education facilities and services for the residents of Gibbons.

POLICIES:

POLICY 1 The Town, in conjunction with the Sturgeon School Division #34, shall provide sufficient land for the purposes of constructing new schools to meet the classroom requirements of the Gibbons school attendance area.

If the type and density of housing proposed for future residential areas is known, student generation figures can be estimated. Gibbons will continue to be a community composed primarily of single family dwellings. According to the community survey data, there are .47 elementary students (6 to 11 years), .20 junior high students (12 to 14 years) and .16 senior high students (15 to 17 years) per single-family dwelling. The residential subdivisions proposed for the east half of Section 3-56-23-W4th and a 4.9 to 6.1 hectare (12 to 15 acres) parcel west of 51st Street could eventually introduce an additional 207 elementary and 88 junior high students to the school system. Annual increases in student enrolment each term will be determined largely by the rate of housing development. By controlling the rate and type of construction in the three proposed subdivisions, annual student enrolment can be influenced.

POLICY 2 The Town of Gibbons, in conjunction with the Sturgeon School Division #24, will endeavour to:

- (a) monitor changes in the population characteristics of the Town and the surrounding rural communities within the school attendance area, and*
- (b) monitor population movements, both internal and external to the Town.*

Since the Town of Gibbons serves a commuter function within the metropolitan region, the population profile is changing and developing new characteristics. In order to formulate sound education policies the Town and the Sturgeon School Division #24 may wish to review the implications population growth will have on the existing and future school requirements. Natural increase, net migration rates and the changes in household composition affect student enrolment figures. The rural portion of the Gibbons school attendance area accounts for approximately one third of the present student enrolment. Changes in the rural population or in the attendance area boundaries will also affect school and classroom requirements.

Long range facility planning on behalf of both the school board and the Town will be a positive step in overcoming any future space problems in the schools.

The size of the contributory population necessary to support an elementary school will vary depending on the type of households, the average household size (persons per dwelling unit), the number of elementary students per dwelling unit, the housing mix and the housing density.

The current average household size in Gibbons is 3.5 persons per dwelling unit. A decrease in this average would likely increase the contributory population required to support each elementary school (see Tables 6, 7 and 8).

TABLE 6
AGE BREAKDOWN BY HOUSING TYPE

Age Group	HOUSING TYPE			Total
	Single Family/ Semi-detached	Mobile Homes	Other	
1 - 5 years (1)	154	12	0	166
6 - 11 years	124	9	0	133
12 - 14 years	53	3	0	56
15 - 17 years	42	6	0	48
18 + years	548	53	2	603
TOTAL	921	83	2	1006

Notes: 1 includes infants less than one year old.

TABLE 7
AVERAGE NUMBER OF PERSONS BY AGE GROUP/SINGLE-FAMILY DWELLING
(based on Community Survey Data)

Housing Type	Number of Units	AGE GROUP					Total
		1-5(1)	6-11	12-14	15-17	18+	
Single Family/ Semi-detached	264	.58(2)	.47	.20	.16	2.08	3.5

Notes: ¹ includes infants less than one year old

² in order to calculate the actual number of children (in each age group) expected in a proposed subdivision containing an approved number of single-family lots, multiply the number of children per single-family dwelling (e.g. .58 preschoolers per single-family dwelling) by the actual number of single-family lots.

TABLE 8
POTENTIAL STUDENT GENERATION IN PROPOSED
RESIDENTIAL DEVELOPMENT AREAS

ESTIMATED NUMBER OF STUDENTS AND PRESCHOOLERS(2)

Area	Approximate # Lots(1)	Preschool	Elementary	High	Junior High	Senior Total
A	91	53	43	18	14	128
B	120	70	56	24	19	169
C	(Proposed Residential Development)					
D	230	134	108	46	37	325
E	209	122	98	42	33	295
TOTAL	650	379	305	130	103	917

Notes: ¹ assumed to be 100 percent single-family dwellings

² Number of students and preschoolers was calculated by multiplying the number of lots by the number of students in age group per dwelling unit (see Table 2).

POLICY 3 The Town shall ensure that the residential design and the street system of each new subdivision has regard for the safety of children travelling to and from school.

There are several factors which area structure plans should address in order to ensure safe pedestrian routes to each school site. The arrangement of local streets, lighting, sidewalks, crosswalks, pedestrian walkways, bicycle paths, traffic lights and signs are a few design elements which may influence the safety of school routes throughout the Town.

In terms of site selection criteria, elementary schools should be located within walking distance of adjacent subdivisions. Schools should not be situated near major transportation routes, industrial developments or large scale commercial establishments which attract a high volume of vehicular traffic.

POLICY 4 The Town should work with the Sturgeon School Division #24 in the planning of school bus routes.

The location of Landing Trail School, for example, at the center of Section 3-56-23-4 will likely necessitate bus services for students from existing and future residential areas.

POLICY 5 The Town, in cooperation with the Sturgeon School Division #24, should encourage community use of school facilities and grounds after normal school hours.

Since new community education and recreation facilities are expensive to initiate, cost-sharing and joint-use agreements between the school board and the Town are often mutually beneficial. Joint use of space is often an economical alternative to separate facility planning. Facilities such as art rooms, gymnasiums, sports fields and classrooms provide the opportunity for extra-curricular programs for all age groups during and after school hours. In addition, the duplication of particular recreation facilities is reduced if the school becomes available to the public on a regular basis.

The design and use of schools for both academic and community purposes offers a more efficient use of space over a longer period of time.

POLICY 6 The Town shall attempt to reach a suitable and equitable agreement with the appropriate school board(s) with respect to the designation of reserve land for school and municipal purposes.

POLICY 7 The Town shall request that the subdivision approving authority agree to the dedication of approximately 3.2 hectares (8 acres) from each of the unsubdivided quarter sections in Section 3-58-23-4 for municipal/school parkland, in order to create a single, large open space and school site at approximately the center of the section. The remaining dedication (3.2 hectares) may be designated in other locations throughout the subdivision.

PART 12 : PARKS, OPEN SPACE and RECREATION

PART
TWELVE

PARKS, RECREATION AND OPEN SPACE

12.1 Preamble

The purposes of the Parks, Recreation and Open Space component of the General Municipal Plan are:

- (a) to determine public attitudes toward existing open spaces and recreation facilities in Gibbons, and
- (b) to identify problems and improvement areas with respect to the Town's parks and recreation facilities.

The General Municipal Plan is not intended to supplant other detailed Town recreation planning documents and in particular the Recreation Master Plan. Rather, the General Municipal Plan recognizes the importance of more detailed recreation planning and provides a context within which such detailed planning may be undertaken.

The existing parkland in Gibbons is, for the most part, evenly distributed throughout each neighbourhood (see Map 2). There is currently 11.7 hectares (28.9 acres) of parkland/open space in Gibbons, which presently exceeds the planning standard of 4.05 hectares (10 acres) per 1,000 population. The majority of these play-spaces are designed for preschool and elementary school aged children. On the basis of this current open space standard, Gibbons will require between 323.8 and 485.6 hectares (800 to 1200 acres) of dedicated open space by the year 2001 once the community reaches a population between 8,000 and 12,000.

It is unlikely that the Town's existing ratio of open space to population can be maintained solely through land dedication, especially since the Planning Act, R.S.A. now encourages reserve land to be used for school purposes.

As part of the Town's Recreation Master Plan update, current open space standards should be reviewed and, if necessary, other means of increasing the amount of open space within new developments should be considered, such as;

- (a) consolidation of lots and neighbourhood parks into larger parks designed with small activity areas;
- (b) purchase of additional parkland;
- (c) negotiated development agreements to effectively increase the amount of park space in new areas and
- (d) joint development of park and school sites.

It is expected that continued population growth of the Edmonton Metropolitan area will increase the demand for outdoor recreation opportunities, particularly for short duration day trips.

Given the future demands for near-urban outdoor recreation opportunities, the Town should develop the Sturgeon River Valley for recreation purposes.

The Community Survey results reveal that 54.4 percent of the households are satisfied with existing parks, while 45.6 percent are dissatisfied about the lack of parks designed for teens, adults and Senior Citizens.

It appears that type of household, stage in life cycle or neighbourhood location has little effect on residents' satisfaction or dissatisfaction with parks. Furthermore, that the presence of park space does not guarantee satisfaction with parks, since, the level of satisfaction or dissatisfaction may reflect the type(s) of open space development and the demographic characteristics of both individual neighbourhoods and the Town as a whole.

Nonuse of open space areas in Gibbons appears to be relatively high. On the whole, only 20 percent of the survey households use parks, playgrounds and other open space areas in the Town. Community Survey data suggest that a factor in the nonuse of parks and open spaces may be a lack of awareness, especially among newcomers (less than one-year residents), of the facilities available in Gibbons for various age groups. It is likely that, because of the school grounds and adjacent municipal reserve, a larger proportion of residents are aware of "parks for school-age children".

Approximately 1,035 people were included in the survey. Of the existing recreation open space areas in Gibbons, the school grounds and adjacent municipal reserve are the most heavily used, closely followed by Lions Park and Tire Park.

Approximately, 55 percent of the population are satisfied with the quality of the parks, whereas 42.7 percent feel that they are in poor condition. Improvements such as better park maintenance, more trees, benches and equipment, were the most frequent comments made by the respondents. In addition, baseball fields (9.5 percent), tennis courts (11.2 percent), picnic grounds (10.3 percent) and an outdoor skating rink (8.6 percent) were suggestions for future park development. No additional parks were deemed necessary by 27.8 percent of those who responded to this question.

Parks quite often become the location of recreation facilities. The popularity of a particular park is, in large part, dependent upon the equipment and facilities which are provided within the park spaces.

Successful recreation planning is based on providing suitable facilities which are consistent with the needs of the population they are intended to serve, while, at the same time, recognizing the constraints involved, such as financial considerations and the timing of development in a new neighbourhood. Notwithstanding these constraints, the type of recreation facilities provided should closely relate to the different age groups within a neighbourhood.

Recreation planning based on the life cycle stage of the neighbourhood and/or age groups can be accomplished in the future by using the Community Survey data and the civic census. These data can be used to determine the number of persons per household by type of dwelling unit built, by the number of bedrooms. In this manner, it is possible to predict more accurately the expected composition of the population in new subdivisions and to monitor the demographic changes in established neighbourhoods. This information provides a more precise means of planning recreation facilities which are directly related to the prospective users.

It is important to note that a neighbourhood is occupied over a period of time and that the new spaces and recreation opportunities which are provided for the convenience of the initial residents of a new neighbourhood are not necessarily going to be the spaces and facilities required by the majority of residents who move in to later phases of the development. Therefore, subdivision proposals should be assessed from these two time periods and the Town should negotiate with developers to satisfy these requirements.

Planning for increased leisure time must address the recreational program and facility needs of individual age groups, as well as the collective needs of the community. Generally, the Town of Gibbons has met this challenge. The Community Survey indicates satisfaction with the existing programs and facilities. Any dissatisfaction with the existing recreation facilities was mentioned by younger residents and by households with children. Survey respondents suggested recreation improvements such as constructing a swimming pool (45 percent), providing bowling lanes (20 percent) and an exercise facility (7 percent).

By analyzing the supply of and demand for new recreational facilities and monitoring these requirements over an extended period of time, the Town will be better able to undertake long-range recreation planning.

It is clear from the Community Survey data that successful recreation and open space planning is based on several factors including size, location, and design of parks, as well as the provision of facilities and equipment which are consistent with the recreation needs of the intended users. This approach requires an understanding of the recreation needs of the residents (or sub-groups) in each neighbourhood and the establishment of objectives related to those needs.

The following policies indicate a number of ways in which the Town can continue to serve the recreation needs of the community and to promote parkland development.

12.2 Municipal Goals, Objectives and Policies

12.2.1 PARKS AND OPEN SPACE

GOAL: TO ENSURE THE PROVISION OF PARKS AND RECREATION FACILITIES FOR ALL RESIDENTS OF GIBBONS.

OBJECTIVE: To provide a comprehensive park system and innovative recreational opportunities to satisfy the leisure needs of all residents.

POLICIES:

POLICY 1 The Town shall provide parks and recreation sites designed for adults and teenagers.

Community Survey results indicate that many respondents are dissatisfied with teen and adult parks. The relatively high level of dissatisfaction is likely due to:

- (a) the lack of open space areas suitable for organized and unorganized sports. The only organized sports area is the Gibbons School grounds and adjacent municipal reserve;
- (b) the lack of open space areas suitable for such passive recreational activities as picnicking, resting, viewing, social gathering, nature study, strolling, etc. The only park currently developed for passive recreation is Oliver Park;
- (c) the lack of space and facilities suitable for adults accompanying children to parks and playgrounds (e.g. sitting areas) and
- (d) the lack of parks designed for teenage interests.

Although the community has a young population, it is important to provide a balance between passive and active recreational opportunities for all age groups. A comprehensive park designed for all special needs, may be a viable alternative, as opposed to numerous tot-lots and small neighbourhood parkettes, which generally serve one age group only. Such a park may be incorporated into the area structure plan for the new school site to the south of the Town (Section 3-56-23-W4th). The Town may wish to encourage public input into the design of future parks, to obtain a better understanding of the type of facilities and the area required to meet the needs of adults, seniors and teenagers.

POLICY 2 The Town should consider developing Oliver Park as a picnic park, with emphasis on use by families, parents with infants and toddlers, and senior citizens. The Town will also consider developing Poplar Park as a combined passive and active recreation area.

The location and design of both Oliver and Poplar Parks make them unsuitable for any large-scale active recreation. Oliver Park has already been developed, to some extent, as a picnic park. The relatively flat, open area is not suitable for organized sports since the park is located adjacent to the Senior Citizens Manor and is not enclosed by either a fence or hedge.

The tennis court in Poplar Park provides one form of active recreation. The open and undulating landscape of the area to the west of the courts offers an attractive play area for children. Picnic tables, litter bins and benches would provide an attractive resting, picnic area at the base of the hill, among the aspen trees to the south. These design considerations will likely promote a greater degree of social interaction among the user groups.

POLICY 3 The Town should continue to provide tot parks, playgrounds and parkettes, particularly in new and proposed residential development areas.

Gibbons is a young, growing community. Most open space areas in the Town have been designed primarily for children, for the following reasons:

- (a) one-quarter of the Town's 1981 population is of preschool or elementary school age;

- (b) the younger the child, the more restricted are his/her movements, necessitating numerous play-spaces "close to home" in terms of walking distance and supervision and
- (c) small park reserves are considered best suited for tot parks or ornamental parks.

The fact that the Town, with volunteer help, has provided a number of well-equipped playgrounds is reflected in the survey respondents' general satisfaction with preschool and elementary school parks. However, additional playspace equipment and apparatus were recommended by residents of the New Lunnon and Poplar Place neighbourhoods.

The planning of play areas should be incorporated into the outline plans for proposed subdivisions and, wherever possible, these areas should be developed simultaneously with the construction of new homes.

POLICY 4 The Town shall continue to landscape existing and proposed parks.

A comprehensive landscaping plan should be prepared for all existing and future parks. Landscaping enhances the visual quality of parks and provides a natural buffer for safety, noise, wind and sunlight. Wherever possible, the planting of hedges or trees and the preservation of existing vegetation should be mandatory. Attractive landscaping may also encourage more residents to use the park on a regular basis. The planting of trees and the maintenance of parks could be undertaken by initiating a joint program between the Town and local interest groups on a volunteer basis.

POLICY 5 The Town shall preserve natural vegetation, particularly tree stands, wherever possible, in all parks and suitable recreation sites.

There are several magnificent tree stands in the Town of Gibbons, particularly on the vacant land to the south of the existing developed subdivision of New Lunnon. Since tree planting is an expensive and slow process, the Town should stipulate in the development agreement that natural vegetation be preserved and incorporated in all recreation areas, unless otherwise specified. Tree stands enhance the value of a park, adding form, texture and colour to what may otherwise be a flat, barren and uninteresting area.

POLICY 6 The Town should develop and maintain parkland in areas designated for future industrial development.

An increasing number of communities are using some or all of the municipal/school reserve designated (by the Planning Act, R.S.A.) in light industrial zones as parks and recreation areas for employees and local residents. These open spaces can improve the physical, social and mental well-being of those working in the area. Ornamental parks provide an attractive feature in industrial development areas.

POLICY 7 The Town shall ensure that parks are easily accessible to the population they are intended to serve and that access is clearly defined.

There is a hierarchy of park systems ranging from the small neighbourhood park, through town, city and larger regional parks. Each type of park addresses user needs and design requirements at a particular scale.

A tot-lot, local playground or small neighbourhood park should be accessible to local users. This type of open space usually serves an area within a 0.4 - 0.45 kilometre radius (1/4 mile). Conversely, regulation playing fields, community picnic parks and large comprehensive parks often have a service area radius of 0.8 - 4.6 kilometres (1/2 to 3 miles). Access for vehicular, pedestrian and bicycle traffic is provided. Large play areas, sports fields and community parks are usually well-defined, highly visible to the general public and strategically located within the community. Proper accessibility to these areas may further raise the user participation levels.

POLICY 8 The Town should provide public information regarding the parks and recreation facilities available in Gibbons.

A greater awareness of the type and location of local parks and recreation facilities, especially by newcomers, may result in more frequent use of the parks by all age groups. Furthermore, this knowledge may encourage a greater degree of citizen participation in the expansion and/or renovation projects designed to improve old and new recreation areas.

POLICY 9

The Town shall continue to encourage voluntary donations of time, labour and materials from the residents of Gibbons, for the development of parks, playgrounds and play fields.

A number of playgrounds in Gibbons have been constructed by neighbourhood volunteers.

Voluntary donations of time, labour, money and materials can reduce the cost of developing and maintaining a park or playground. For example, playing fields and ball diamonds can be maintained to some extent by the organized teams using these facilities and in some communities "clean-up" days are sponsored by the school or by organizations such as Girl Guides and Boy Scouts.

Where families and neighbours have worked together to develop a park or playground, increased neighbourhood spirit and a greater desire to care for open space areas often result.

POLICY 10

The Town should provide additional seating areas in the various parks.

Most parks and playspaces in Gibbons lack attractive, comfortable seating areas for adults accompanying and supervising children. In the Community Survey, a number of respondents suggested benches as a park improvement. Comfortable seating in a park or play area may:

- (a) increase the use of the area by parents with infants and toddlers when the play area is beyond the walking distance of very young children;
- (b) increase the use of the area as a social meeting place by all age groups, but especially adults and Senior Citizens and
- (c) increase the amount of supervision by adults accompanying children which may reduce problems such as littering, vandalism and "mischievous" child behaviour.

POLICY 11

The Town, in conjunction with the M.D. of Sturgeon Regional Recreation Council, will endeavour to develop the Sturgeon River Valley as a linear park system.

The Sturgeon River Valley forms the western boundary of the Town of Gibbons. The valley and surrounding relief offer a valuable outdoor recreation resource for local residents.

Although the valley slopes are relatively steep they appear to be suitable for 'soft' recreational activities such as jogging/cross country skiing trail development, skating and picnic grounds.

Mature stands of white spruce are found on the moist west-facing slopes, whereas, a mixture of white spruce and aspen-poplar dominates the drier east-facing valley walls. Fescue/sage grassland is found on the south-facing slopes.

Disturbance by human activity and cattle grazing is evident, especially north of the bridge. The utility corridor to the south offers easy public access to the study area.

The valley does not have a large flood plain, thereby allowing potential use of land close to the water-course.

The development of the Sturgeon Valley for recreation purposes is seen as an attraction for families settling in Gibbons. Therefore, a valley master plan should be undertaken identifying the suitability and capability of this area for recreation. The integration of this plan with the future development of the Town would ensure the conservation and development of the valley to the Town's social and recreational benefit.

The development of the river valley would provide an excellent community involvement project for all age groups. Senior Citizens, for example, could construct benches, garbage containers and picnic tables in the workshop located in the Manor.

The Town should seek financial assistance from various provincial grant programs for the preparation and implementation of the recreation master plan.

POLICY 12

The Town shall consider obtaining land, either through purchase or as dedicated reserve, for a community/recreation area(s) west of the railway line along the Sturgeon River.

Lands west of Williams Park and N.W.1/4 Section 3-56-23-W4th between the railway line and the river valley should be designated open space/urban reserve, permitting the development of recreation and/or cultural facilities such as a fitness/exercise centre or a central ski kiosk. These structures would be limit-

ed primarily to pedestrian access by a walking trail connecting the school sites and the various neighbourhoods to the river valley area.

The Gibbons farmstead, now designated a historic site, will be incorporated into this linear park system as a major point of interest.

12.2.2 RECREATION

OBJECTIVE: To maintain quality recreation facilities and programs for all age groups in Gibbons.

POLICIES:

POLICY 1 *The Town shall continue to provide qualified supervision, efficient operation and maintenance of the existing recreation facilities.*

A majority of respondents (61.3 percent) to the Community Survey expressed satisfaction with recreation facilities in the Town.

Furthermore, a significant number of respondents did not identify any need or concern for improving the existing facilities (60.3 percent).*

POLICY 2 *Prior to approving any recreation proposals, the Town shall assess the demand for additional recreation facilities and its municipal financial position.*

Several recommendations for additional recreation facilities were identified in the Community Survey. A swimming pool, bowling lanes and an exercise facility or area were among the most frequent responses. Factors such as budgetary constraints, municipal development priorities and the population base and service area may determine the type and/or the number of additional recreation facilities the Town may wish to approve. The Town will apply for Provincial assistance for future recreation projects.

* This percentage includes: no response, don't know and not applicable answers.

POLICY 3 The Town should monitor the changing recreation needs of the community.

As the Town's population increases and its demographic composition changes, the recreation needs of the Town may also change. The trend towards an increase in leisure time, flexible working hours and greater disposable household income will place new demands on recreation planning. Public input should be encouraged in order to determine recreation requirements at the local, neighbourhood, and Town levels. The majority of Gibbons' residents are young working age couples, many with young children. Accordingly, the demand for family recreational opportunities will likely prevail for many years. The needs of special groups such as the disabled, senior citizens, young adults and teens and children should be monitored.

POLICY 4 The Town should continue to maintain joint use agreements with the Sturgeon School Division #24.

The School gymnasium, referred to as the "Rim", is a joint use facility operated by the Sturgeon School Division #24 and the Gibbons Recreation Board. This facility has been a successful one in terms of providing a multi-purpose space that can be used by the school during the day and by the community after school hours. The Town should adopt a similar arrangement when the new Landing Trail School is opened.

POLICY 5 The Town should continue to implement the recommendations of the Sturgeon Regional Recreation Council Master Plan (1980-1985).

In 1980, the Sturgeon Regional Recreation Council completed a Master Plan for its member municipalities. The plan addresses recreational planning in the areas of administration, programming, leadership development, facilities, and open space. In terms of recreation facility development, the Plan proposes development of the Gibbons Sports and Athletic grounds, the construction of a Gibbons storage facility, renovations to the Gibbons Recreation Complex (curling rink and arts and crafts room), renovations to the Community Hall, renovations to the Community School, and the creation of a Gibbons Museum. These projects will enhance the existing facilities and provide additional recreational opportunities for the entire community.

PART 13 : SOCIAL SERVICES

**PART
THIRTEEN SOCIAL SERVICES**

13.1 Preamble

In order to ascertain the need and/or demand for social services in Gibbons, the Community Survey included questions concerning health-care, day-care and other social service related programs.

The Community Survey indicates that the quality and/or quantity of social services are not perceived to be an area of local concern. The majority of respondents (88.5 percent) have never used any type of social services provided in Gibbons. Of those who answered, 26.2 percent identified the need to improve the medical services currently in Gibbons. A dental clinic was the most reoccurring suggestion (25.4 percent). In addition, 19.7 percent of those who responded expressed the need for a local day-care program, on either a full, or part-time basis.

It appears that further analysis is necessary to determine whether the seemingly high proportion of "no responses" are indicative of general satisfaction, lack of programme knowledge, or the fact that most residents, at this point in time, do not perceive a need for additional social services in Gibbons.

The following policies indicate how the Town will seek to improve the availability of required social services.

13.2 Municipal Goals, Objectives and Policies

GOAL: TO PROVIDE A VARIETY OF SOCIAL SERVICES WHICH WILL MEET THE GROWING NEEDS OF A DIVERSIFIED POPULATION.

OBJECTIVE: To promote the establishment of required social services in the Town of Gibbons.

POLICIES:

POLICY 1 *The Town should monitor the need for social services in Gibbons and will continue to cooperate with Alberta Social Services and Community Health, the Sturgeon Health Unit, the Sturgeon Foundation and other social service agencies, in order to provide an acceptable level of services that will meet the needs of a growing population.*

Most social services offered to the residents of Gibbons are provided by agencies located in St. Albert, Redwater, Bon Accord, Fort Saskatchewan and/or the City of Edmonton. The Community Survey results indicate a general level of satisfaction with these services. The majority of respondents feel there is little need for additional programs. However, as the composition of the local population changes, the demand for particular social services, such as meals-on-wheels, home-care programs, social counselling and day-care facilities, may increase. Therefore, it becomes increasingly important for the Town and the various social service agencies to evaluate existing programs and monitor the needs of the community in order to maintain a high level of services.

POLICY 2 The Town, in cooperation with the Redwater (Thorhild County District #103) and Fort Saskatchewan General Hospitals, will endeavour to attract both general practitioners and medical specialists, to meet the demands of a growing population in Gibbons.

If the standard planning guideline of one physician per 1,100 population is applied to the Town of Gibbons, as many as eleven physicians may be required within the next two decades, depending on population growth, as indicated below:

<u>PROJECTED POPULATION SCENARIOS</u>		<u>NO. OF PHYSICIANS</u>
low	4,100	4
medium	6,000	5 - 6
high	10,000 - 12,000	9 - 11

The Town should encourage the M.D. of Sturgeon Health Unit to increase its staff as the Town grows to ensure that the required services will develop proportional to anticipated population growth.

POLICY 3 The Town should ensure that sufficient space is available for medical and professional offices in accessible locations in the Town Centre Area.

POLICY 4 The Town may wish to consider establishing a Preventive Social Services (P.S.S.) program in Gibbons and/or encouraging Alberta Social Services and Community Health to establish a sub-office in the Town, when warranted by local demand.

POLICY 5 The Town will continue to encourage the provision of ambulance service based on a guideline of one vehicle per 10,000 population.

Fast, safe ambulance routes out of and within the Town should be carefully planned and clearly designated, particularly in high traffic volume areas and also throughout residential subdivisions.

POLICY 6 The Town should consider municipal support for a day-care and/or after school care program.

There is a need for a day-care centre and/or an after school care service in Gibbons. Community Survey results indicate that approximately one-quarter of the Town's households would use a day-care service on a full-time and/or part-time basis. Similarly, it appears that 20 percent of the Town's household would use an after school care program.

The Town may wish to undertake further research into the apparent demand for day-care and/or after school care programs.

POLICY 7 The Town may wish to provide a public information brochure and other means of advertising the various social services programs available to the residents of Gibbons.

A significant percentage of the Town's population are newcomers. A public information brochure would inform both new and existing residents of the various social services available. Other means of advertising, such as surveys and education seminars, may increase community participation.

PART 14 : COMMUNITY DEVELOPMENT

PART
FOURTEEN

COMMUNITY DEVELOPMENT

14.1 Preamble

Community development and the promotion of community spirit, identity and cohesion is an important aspect of social planning which requires strong communication and understanding between municipal leaders and local residents. To achieve this goal, local officials must encourage greater citizen participation in the planning process, particularly on issues affecting the community at large.

Successful involvement can only be achieved when both groups have a clear understanding of the issues at hand. Therefore, community development grows and strengthens when the municipal council is aware of and responsive to residents' concerns and when citizens are well informed and interested in local growth and development issues.

Volunteer organizations, citizen input in political decision-making and the establishment of interest groups and leagues involved in community projects are a few ways in which community development can be fostered.

14.2 Municipal Goals, Objectives and Policies

GOAL: TO FOSTER HEALTHY COMMUNITY DEVELOPMENT TO ENHANCE THE QUALITY OF LIFE IN GIBBONS.

OBJECTIVE: To encourage ongoing community development in the Town of Gibbons.

POLICIES:

POLICY 1 *The Town shall encourage the recently established Chamber of Commerce to promote small business development in Gibbons.*

The Town of Gibbons must attract and/or encourage both industrial and commercial development in the community in order to sustain a viable tax base. A local Chamber of Commerce, consisting of representatives from downtown businesses and other interest groups, should review current economic development in the Town; promote new industrial and commercial enterprises; investigate various assistance programs

offered by private and public agencies and encourage downtown improvement programs (e.g. landscaping, store front improvements to enhance and preserve the viability and attractiveness of the central business district).

Furthermore, a Chamber of Commerce might function as the Town's information officer, playing a key role in promoting community development in Gibbons and in the surrounding rural area.

POLICY 2

The Town, in cooperation with the Recreation Board, will endeavour to promote local volunteer programs through a volunteer action committee.

Since the Town of Gibbons relies solely on volunteers to carry out community development programs, such as parks and recreation, fire protection and social functions, it becomes very important to establish an effective and well-trained volunteer committee to co-ordinate and expedite local projects. Traditionally, the recruiting and maintaining of volunteers has been a difficult task, since the job involves a personal commitment of time and/or labour.

Often the lack of community interest and involvement is associated with:

- (a) poor public relations and advertising,
- (b) the lack of volunteer management training,
- (c) the coordinator(s) failing to clearly define his or her role and the role of the volunteer (e.g. duties, project time frame) and
- (d) the failure of the organizer to make the job challenging and purposeful for the volunteer. If volunteers were treated like full-time employees and delegated certain responsibilities then the future of the volunteer team may not be as tenuous.

In most municipalities there appears to be a definite cycle of community involvement. Towns with a high proportion of children are likely to become more involved in local facility and program development, in the hope of improving the quality of their neighbourhood environment for the families who live there.

Since the majority of the residents in Gibbons are young, working age adults with families, the Town should encourage volunteer management training programs sponsored by the Volunteer Action Committee in Edmonton, in an effort to promote a greater sense of community spirit and belonging.

POLICY 3

The Town, in conjunction with the Recreation Board, may wish to initiate the establishment of a "teen drop-in centre".

Frequently the recreation needs of this user group are not adequately met due to the lack of awareness, communication or interest between the organizers of activities and the teenagers. Teen "drop-in" centres are one attempt to provide teenagers with their own recreation facility. The success or failure of these centres largely depends upon the amount of communication and cooperation between teenagers and adults (e.g. Recreation Board, teachers, parents and other responsible adults involved in the development and maintenance of teen programs and facilities).

Although the majority of the population in Gibbons is comprised of young families with small children, the needs of the teenage group should not be overlooked. Since the Community Survey results suggest some dissatisfaction with existing recreation opportunities for this age group, the Town, in cooperation with the Recreation Board, should take some community action to remedy this apparent concern.

Furthermore, as the community matures the proportion of teenagers will likely increase, therefore, it becomes important to begin today, to fulfill the recreation and social needs of this growing age group.

POLICY 4

The Town should encourage the library to meet the service and program needs of the community by:

- (a) ensuring that the library is easily accessible to residents, that sufficient parking is available and provision is made to accommodate handicapped users;*
- (b) ensuring that the library continues to inform the public of services and facilities available at the library and*
- (c) providing sufficient space if and when expansion of the library occurs.*

PART 15 : MUNICIPAL FINANCE

PART
FIFTEEN

MUNICIPAL FINANCE

The development potential of a municipality is in part determined by its locational and physical characteristics as well as by the ability to finance various facilities and public services required by growth.

The extent and level of public services which can be provided by a municipality generally depend on the amount of revenue the municipality can collect each year.

The per capita revenue of the Town of Gibbons increased between 1976 and 1977 from \$276.80 to \$441.10 and tended to decline thereafter*, reaching \$394.60 in 1980.

Gibbons' main revenue source between 1976 and 1980 was taxation (35.7 to 67.1 percent), followed by the category of Transfers (18.5 to 48 percent), Other Revenue from Own Sources (9.9 to 22.4 percent), Sales of Goods and Services (2.1 to 4 percent), Grants in Lieu of Taxes (0.7 to 2.6 percent) and Services to Other Governments (0.8 to 2.1 percent).

Municipal expenditures generally reflect the amount and quality of public goods and services supplied and their costs. The per capita expenditures of Gibbons increased between 1976 and 1980 from \$258 to \$400.70. Gibbons' per capita expenditures in 1976 amounted to 86.9 percent of the average for regional towns and in 1978, exceeded this average by 4.5 percent.

Per capita expenditures on:

General Government increased from \$72 in 1976 to \$113.20 in 1979 and then declined to \$93.60 in 1980;

Protection Services increased from \$7.50 in 1976 to \$11.90 in 1979 and then declined to \$10.90 in 1980;

Transportation increased from \$46.30 in 1976 to \$144.90 in 1979 and then declined to \$50.30 in 1980;

Environmental Health increased from \$21.40 in 1976 to \$85.20 in 1979 and then declined to \$30.90 in 1980;

Environmental Development declined from \$14.50 in 1976 to zero in 1979 and then increased to \$5.10 in 1980;

* Except for 1979 - a year when substantial grants under the Provincial Debt Reduction Program were received.

Recreation and Cultural Services increased from \$11.00 in 1976 to \$32.60 in 1979 and then declined to \$30.50 in 1980;

Debt Charges increased from \$26.60 in 1976 to \$38.70 in 1978 and then declined to \$33.10 in 1980. Extraordinarily large per capita debt charges (\$298.40) were recorded in 1979 as a result of the stepped-up debt principal repayments made possible by the Provincial Debt Reduction Program;

Transfers to Own Reserves, Funds and Agencies increased from \$13.20 in 1976 to \$72.80 in 1978 and then declined to \$22.20 in 1980, and

Unconditional Transfers to Other Governments and Agencies increased from \$45.40 in 1976 to \$130.30 in 1979 and then declined to \$124.10 in 1980.

Gibbons' per capita General Debt increased from \$244.50 in 1976 to \$674.20 in 1978. The grants under the Provincial Debt Reduction Program made it possible for the Town to reduce its per capita general indebtedness to \$336.80 in 1979 and to \$278.70 in 1980.

Gibbons' per capita equalized assessment (a measure of the municipality's fiscal capacity) was \$1,473 in 1976 and increased to \$4,068 in 1980 (a rise of 176.2 percent). As a result of this rapid growth, the Town's per capita equalized assessment increased from 63.9 percent of the average recorded for the selected E.R.P.C. municipalities in 1976 to 81.4 percent of this average in 1980.

The nonresidential component of Gibbons' assessment declined from 27.8 percent of the total assessment in 1976 to 22.2 percent in 1978 and, after a brief increase to 25.7 percent in the following year, declined to 23 percent in 1981. In the last several years, Gibbons' proportion of nonresidential assessment has been one of the smallest among the regional towns.

Gibbons' per capita residential taxation was equal to \$120.60 in 1976. It increased between 1976 and 1979 by 48.3 percent to reach \$178.90. In 1976, the Town's per capita residential taxation amounted to 96.2 percent of the average for the regional towns, and in 1979 declined to 93.5 percent of this average. A further decline in this percentage is likely to have occurred in 1980 when Gibbons' per capita residential taxation decreased to \$175.40.

PART 16 : CONCEPT PLAN

PART
SIXTEEN

CONCEPT PLAN

16.1 Preamble

It is the intent of the General Municipal Plan, that lands in the plan shall be developed in accordance with the policies and land use patterns illustrated on the Concept Plan (Map 3); Areas Requiring Noise Attenuation (Map 4); Areas Suitable For Statutory Plans (Map 5); and Development Phasing (Map 6).

The general principle shall be, that any existing land uses which do not conform with the General Municipal Plan will eventually be redeveloped in conformity with the plan.

16.2 Future Expansion Areas

The Town of Gibbons recognizes that the General Municipal Plan has no force and effect beyond the Town's current boundaries. Areas beyond the Town's current boundaries are indicated in order to clarify the Town's long-term land use plans.

Based on an evaluation of environmental constraints, development capability, municipal infrastructure, transportation and urban form implications, future residential expansion should occur west of the Sturgeon River Valley for the following reasons:

- (a) the most significant natural feature of this particular area, which lands east of Highway #37 or south of the Town boundary do not possess, is the scenic Sturgeon River Valley, which offers an unique recreational opportunity for the entire community. Unlike man-made features, natural linear features such as parks, drainage courses and wind breaks tend to create a sense of enclosure that may also link communities in both a physical and social sense (i.e. a common accessible meeting ground). A more compact community environment could be achieved if a comprehensive linear park was developed through the valley, connecting various neighbourhoods by trails, bicycle paths and pedestrian walkways;
- (b) land west of the Sturgeon river has excellent potential access to Highway #28 and good potential access to the existing central business district. Expansion in an easterly direction involves crossing a major man-made barrier - Highway #37. Expanding Gibbons to the south of the existing Town boundary would further elongate the Town, thereby significantly increasing the travelling distances to community facilities and services currently located in the Town Centre;

- (c) according to a transportation study undertaken by Alberta Transportation (January, 1982), the extension of municipal services and major roadways is as cost effective in relation to other expansion areas and
- (d) expanding in a westerly direction represents a logical extension of the existing development patterns occurring within the Town's existing boundaries. All development occurring west of the river will be subject to the same land use development and social policies as indicated for lands within the Town's boundaries.

If and when expansion of the Town's corporate limits occurs, the plan may require amendment.

Land designated for future residential expansion includes policy provisions for local commercial centres and community facilities such as schools and parks.

16.3 Residential Noise Attenuation

- POLICY 1 The noise levels for those areas so designated should be established prior to subdivision by the use of prediction techniques acceptable to Alberta Transportation. Consideration should be given to expected future increases in noise levels for at least a ten year period.*
- POLICY 2 The Town shall encourage such noise attenuation measures as berms, fencing or planted screens and sufficient lands shall be reserved to accommodate such noise attenuation measures (see Map 4).*
- POLICY 3 The developer shall be required to prove, to the satisfaction of the Town, that the noise level in outdoor residential areas is the lowest level technically and economically attainable. In no case shall predicted noise levels in new developments exceed 65 DBA LDN.*
- POLICY 4 The desirable general noise level for outdoor residential areas shall not exceed 65 DBA LDN.¹*

¹ A unit of noise measurement which condenses noise levels over a 24-hour period to a single number in a manner that accounts for the additional severity of night time noise levels in land uses sensitive to sleep interference.

According to Alberta Transportation the desirable noise design standard for new arterial construction in Gibbons is 65 DBA LDN.

Wider right-of-ways are sometimes constructed for scenic boulevards which permit the construction of berms and planting that help buffer noise from adjacent residential homes. Ideally, the Town should design a suitable noise level standard adjacent to residential zones, then design the most suitable facility since noise levels vary according to the number and type of vehicles using the arterial at certain periods during the day.

16.3.1 RAILWAY SETBACK

POLICY 1 *A minimum 60.96 metres (200 feet) setback from the edge of the railway right-of-way to the nearest residential, institutional or community structures in new development areas should be provided. A distance less than 60.96 metres (200 feet), but not less than 27.43 metres (90 feet) may be acceptable, provided the developer can demonstrate that noise levels would not exceed 65 DBA LDN in outdoor areas and 35 DBA LDN within the dwelling unit.*

POLICY 2 *A buffer strip of at least 7.6 metre (25 feet) in depth shall be provided adjacent to the railway right-of-way to be used for planted screening, fencing or berms.*

Where residential and other development has occurred adjacent to railway lines, the provision of a natural or man-made buffer (e.g. trees, berms, fences) is critical. The Community Survey indicates that residents from New Lunnon, Poplar Place and Spruceview are somewhat unsatisfied with noise generated from train traffic.

An adequate buffer strip alongside the railway right-of-way would absorb a high percentage of the noise in this area, as well as visually screening other adjacent land uses and increasing the level of safety for children in the area. Accordingly, the provision of such a buffer strip with a noise attenuation facility should be considered a municipal priority (see Map 4).

16.4 Statutory Plan Areas

The areas designated as suitable for the preparation of an area structure plan (see Map 5) require the preparation of an Area Structure Plan pursuant to Section 64 of the Planning Act, R.S.A., or an approved Outline Plan, satisfactory to the Town, which will provide a framework for future subdivision and development within the area. These planning areas may be subject to minor adjustments to their boundaries prior to final approval.

POLICY 1 The Town may re-evaluate and amend any Area Structure Plan or Outline Plan in effect, in the areas so designated.

POLICY 2 The Area Structure Plan/Outline Plan shall be designed in accordance with policies and shall describe:

- (a) the stages of subdivision proposed and the sequence of said stages,*
- (b) the specific land uses proposed in each stage,*
- (c) the location of any major public utilities,*
- (d) the location of reserve land (buffers, parks, playgrounds, school sites, recreational areas) and environmental reserve land and*
- (e) the road hierarchy and highway accesses.*

In residential areas:

- (a) the overall dwelling unit density per net hectare in each stage,*
- (b) the general population and school population projected to be generated from each stage,*
- (c) the general location of commercial facilities (neighbourhood shopping centre) and*
- (d) the specific location of various housing types (medium density, mobile homes, small lot and conventional lot single family dwellings, semi-detached dwellings).*

In industrial/commercial area:

- (a) the specific location of various industrial or commercial types or uses (heavy industrial, light industrial, highway commercial, secondary commercial) and
- (b) other matters as the Town may require.

Map 5, also indicates the Town Centre is suitable for an area redevelopment plan as defined by the Planning Act, R.S.A., Section 65.

16.4.1 DIRECT CONTROL DISTRICT

POLICY 1 Pursuant to Section 70 of the Planning Act, R.S.A., the Town shall:

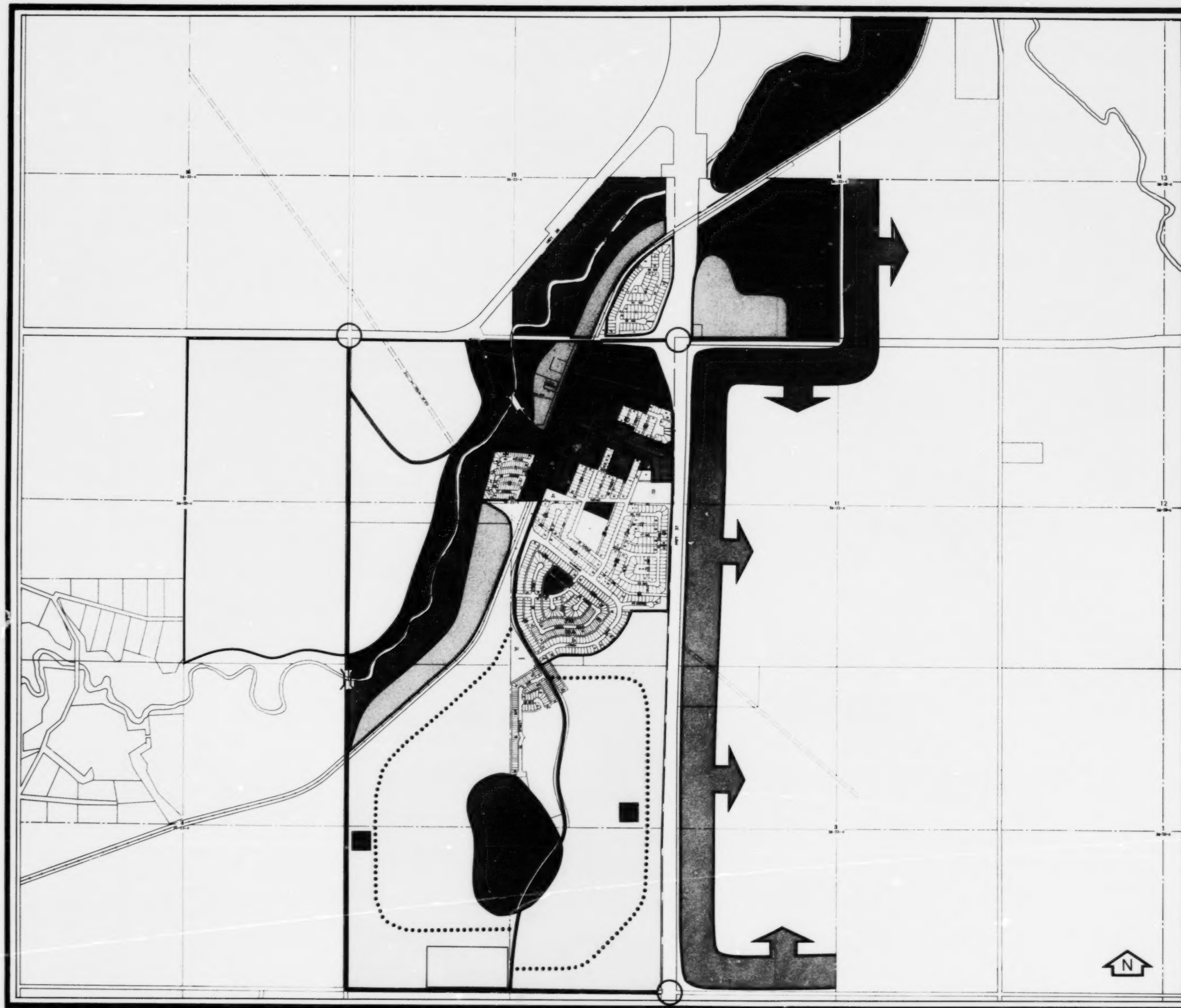
- (a) consider the application of a direct control district to areas within the municipality where flexible and comprehensive development control is required, specifically:
 - (i) Town centre,
 - (ii) neighbourhood commercial site,
 - (iii) medium density residential sites involving planned unit development,
 - (iv) industrial sites and
 - (v) any other areas where conventional districts are deemed inappropriate.
- (b) encourage citizen participation in the development process within a direct control district.

16.5 Development Phasing

POLICY 1 All future development shall be staged to ensure the orderly extension of water and sewer lines, utilities, roadways and park systems (Map 6).

POLICY 2 In order to discourage noncontiguous development resulting from premature subdivision, a stage of subdivision should provide a supply of lots that could reasonably be expected to be fully developed in a two year time frame.

- POLICY 3 *The Town should not allow a successive stage of subdivision until the majority of lots in any previous stages have been issued building permits or unless the developer can clearly demonstrate that the lots in a successive stage would not remain undeveloped for an extended period of time.*
- POLICY 4 *The size of each stage of residential development should be large enough to offer a variety of housing projects and to meet anticipated residential demands.*
- POLICY 5 *The Town should ensure that all amenities, such as parks, landscaping or recreation facilities, be phased along with the construction of the dwelling units.*
- POLICY 6 *The Town should review the growth rate and staging of development on an annual basis and modifications will be made if necessary.*



Map 3 FUTURE CONCEPT PLAN

- EXISTING RESIDENTIAL
- FUTURE RESIDENTIAL
- TOWN CENTRE
- NEIGHBOURHOOD COMMERCIAL
- HIGHWAY COMMERCIAL
- INDUSTRIAL
- C.N.R./INDUSTRIAL
- FUTURE HIGHWAY COMMERCIAL/
INDUSTRIAL EXPANSION
- OPEN SPACE/URBAN RESERVE
- COMMUNITY RESERVE
- UTILITIES
- HIGHWAY INTERCHANGE
- BRIDGE
- MAJOR COLLECTOR/ARTERIAL ROADS
- MINOR COLLECTOR ROADS
- LONG RANGE RESIDENTIAL
(beyond 2001)
- LONG RANGE COMMUNITY
(beyond 2001)

0 400 800 1200 1600 Feet 0 100 200 300 400 500 Metres
Edmonton Metropolitan Regional Planning Commission

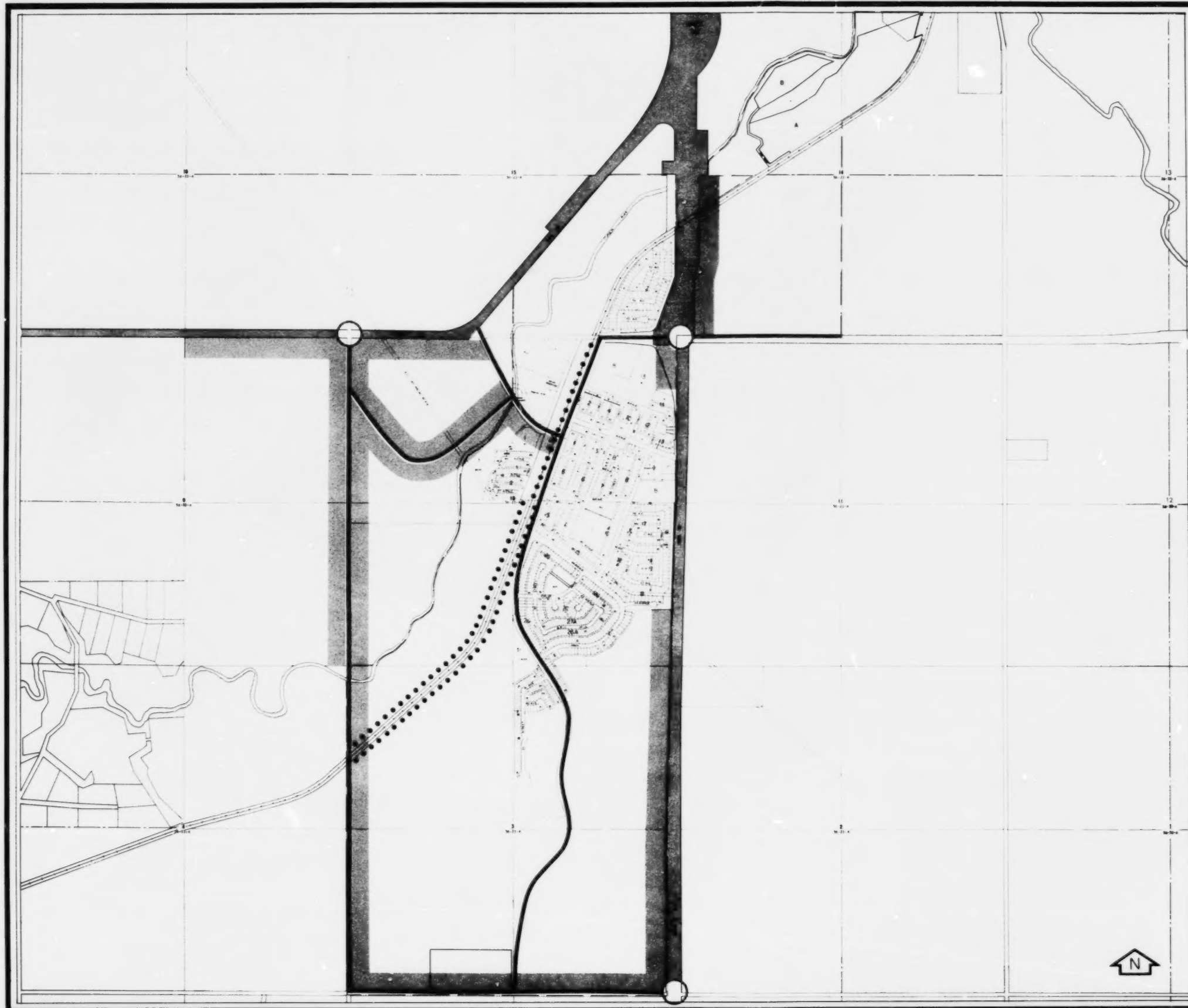
TOWN of GIBBONS
General Municipal Plan

Map 4 AREAS REQUIRING NOISE ATTENUATION

-  NOISE ATTENUATION
-  RAILWAY BUFFER
-  HIGHWAYS 28 & 37
-  HIGHWAY INTERCHANGE
-  MAJOR COLLECTOR/
ARTERIAL ROADS

0 400 800 1200 1600 Feet 0 100 200 300 400 500 Metres
Edmonton Metropolitan Regional Planning Commission

TOWN of GIBBONS
General Municipal Plan

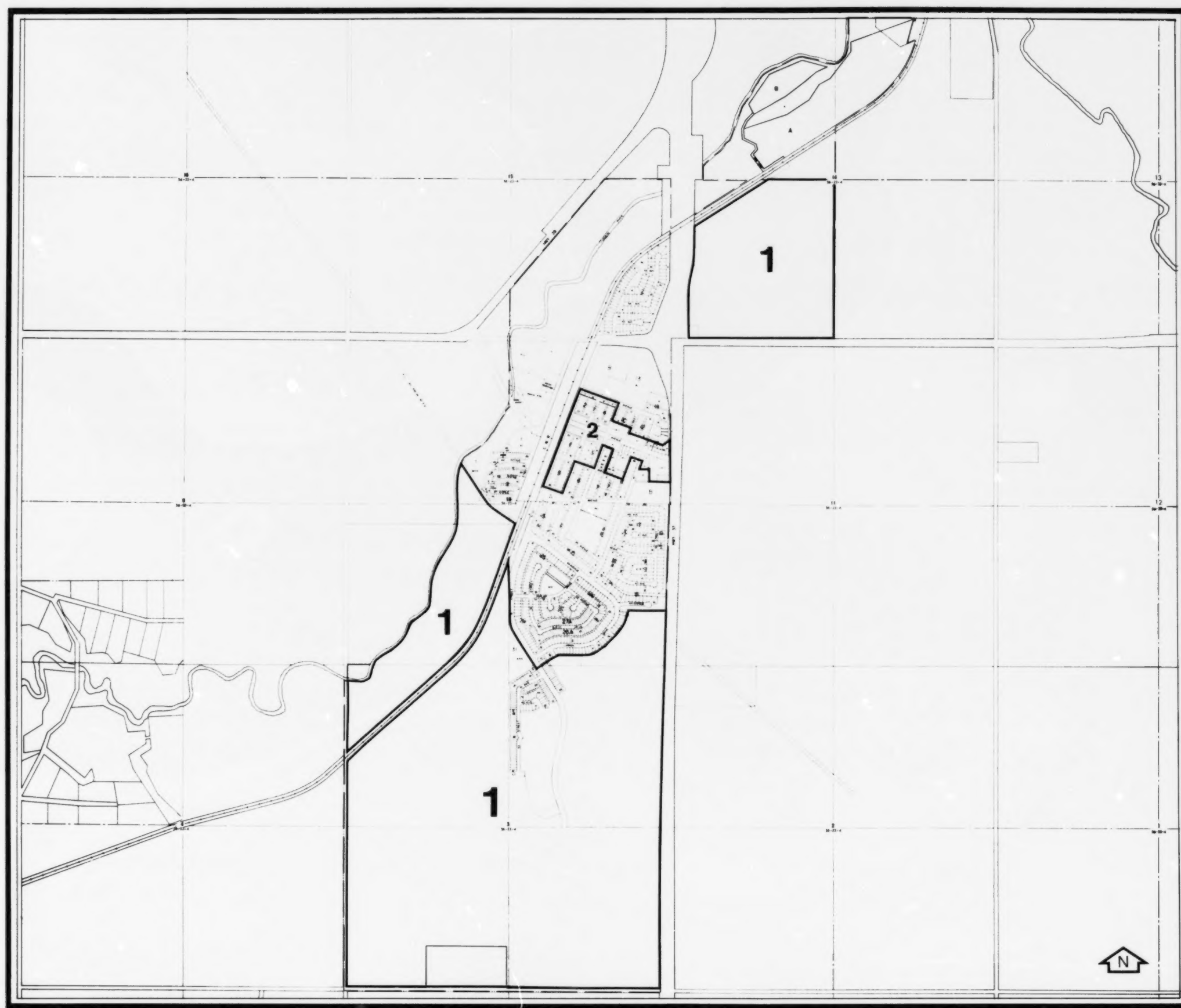


Map 5
**AREAS SUITABLE
 for
 STATUTORY PLANS**

- 1 AREA STRUCTURE PLAN
- 2 AREA REDEVELOPMENT PLAN

0 400 800 1200 1600 Feet 0 100 200 300 400 500 Metres
 Edmonton Metropolitan Regional Planning Commission

TOWN of GIBBONS
 General Municipal Plan

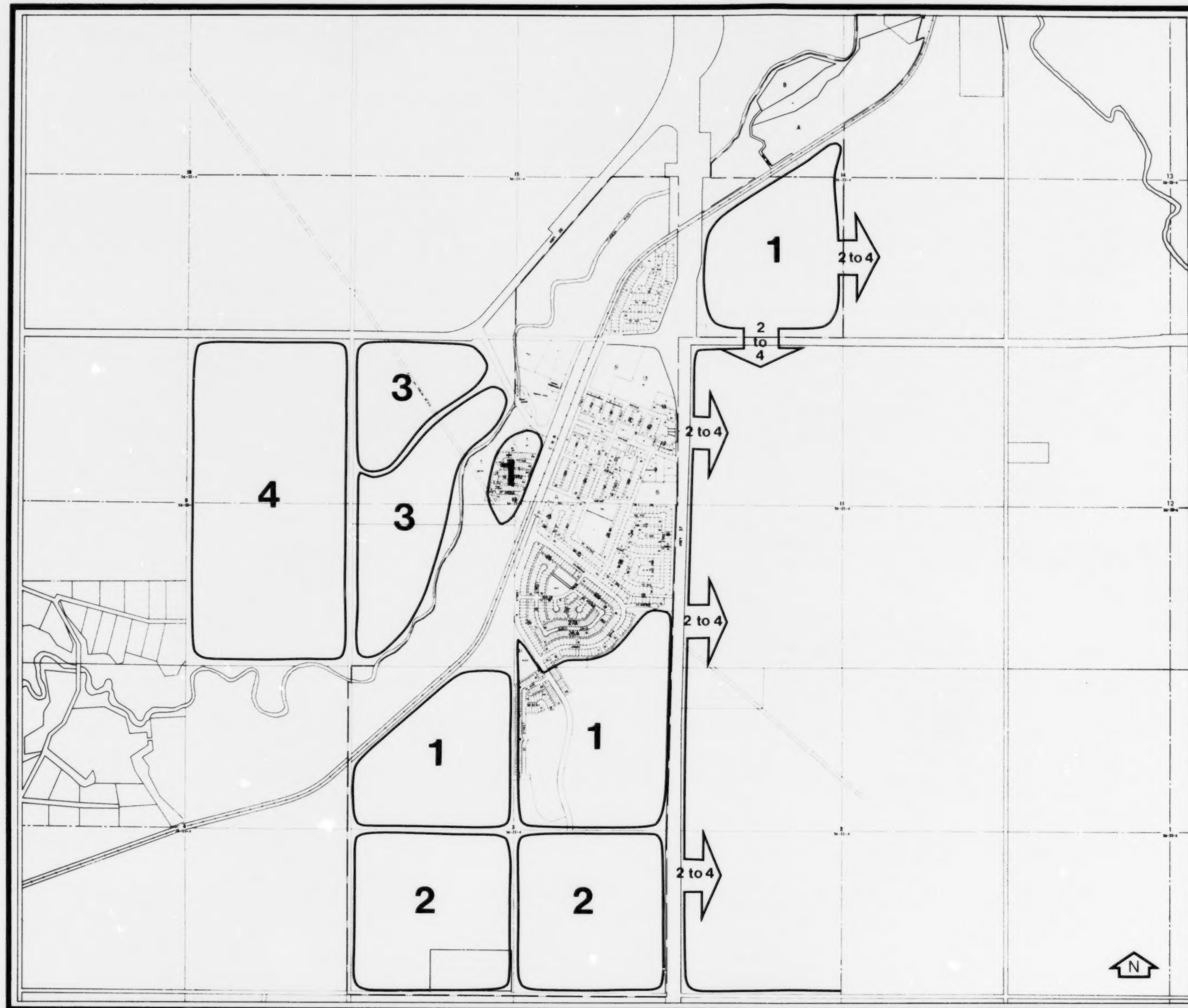


Map 6 DEVELOPMENT STAGING

- 1 STAGE ONE
- 2 STAGE TWO
- 3 STAGE THREE
(Long Range Beyond 2001)
- 4 STAGE FOUR
(Long Range Beyond 2001)

0 400 800 1200 1600 Feet 0 100 200 300 400 500 Metres
Edmonton Metropolitan Regional Planning Commission

TOWN of GIBBONS
General Municipal Plan



APPENDIX A
TOWN of GIBBONS
GENERAL MUNICIPAL PLAN RESEARCH PROGRAM



APPENDIX A THE GENERAL PLAN RESEARCH PROGRAM

The Town of Gibbons General Municipal Plan program was initiated on January 28, 1981, through resolutions passed by the Town Council.

The research program has resulted in a comprehensive analysis of the Town including:

- (a) a terms of reference document, outlining the intent of the General Municipal Plan program;
- (b) a statistically valid, random sample community survey of 330 households to determine residents' attitudes to the Town's existing and future development;
- (c) an analysis of the Town's population growth and economic prospects;
- (d) an inventory of public services and projections of demand for those services;
- (e) a detailed land use inventory identifying man-made structures and natural features;
- (f) an assessment of Town expansion alternatives and an analysis of long-range transportation and utility requirements;
- (g) the formulation of municipal growth and urban form, economic, housing, neighbourhood design and social policies consistent with residents' desired Town objectives;¹
- (h) the formulation of a long range concept plan identifying future development areas within the Town's boundaries;
- (i) an analysis of the Town's current financial position and possible patterns of revenue and expenditures, and
- (j) proposed methods of implementing the General Municipal Plan.

A total of eleven reports were prepared by staff and were reviewed, amended and adopted by the Town's Council as information for use in preparing the General Municipal Plan document.

Public participation formed an integral part of the General Municipal Plan program.

¹ An annotated list of background reports is contained in Appendix B.

The purposes of the public participation program were to:

- (a) inform the interested public of the progress of and information obtained from the planning studies;
- (b) provide the opportunity for interested individuals to assist and advise the Town concerning the preparation of the General Municipal Plan;
- (c) obtain statistically valid information from a representational cross section of the public concerning their attitudes to a wide variety of possible issues, and
- (d) provide opportunities for the public to respond to the General Municipal Plan studies and proposals.

The various public participation objectives were fulfilled by a variety of methods including:

- (a) preparing, administering and analyzing a comprehensive community survey;
- (b) publishing newspaper supplements and articles describing various aspects of the planning program results;
- (c) hosting public information open houses in order to discuss planning issues with the individuals in attendance;
- (d) making available copies of all planning reports;
- (e) requesting the submission of briefs;
- (f) discussing the planning program and studies with civic groups, and
- (g) holding a formal public hearing following first reading of the proposed General Municipal Plan Bylaw.

After the formal public hearing the Plan received second and third reading by Council. The adoption of the Town of Gibbons' General Municipal Plan Bylaw No. 4-82 followed the procedures specified by the Planning Act, R.S.A.

APPENDIX B
GENERAL MUNICIPAL PLAN PUBLICATIONS

APPENDIX B TOWN OF GIBBONS GENERAL MUNICIPAL PLAN PUBLICATIONS

1. Edmonton Regional Planning Commission, Town of Gibbons General Municipal Plan; Terms of Reference, ERPC, Edmonton, Alberta; January, 1981; 46 pages.

The Terms of Reference define the purposes and objectives of the General Municipal Plan program and describe in detail the methods to be used in conducting the various general plan studies. Particular attention is devoted to the Community Survey and its use in formulating municipal development policies.

2. Edmonton Regional Planning Commission, Town of Gibbons General Municipal Plan; Public Services Report, ERPC, Edmonton, Alberta; April, 1981; 43 pages.

This report provides a comprehensive inventory of the existing public services offered by the Town and, where possible, projects future requirements for the community.

3. Edmonton Regional Planning Commission, Town of Gibbons General Municipal Plan; Population Prospects Paper, ERPC, Edmonton, Alberta; April, 1981; 41 pages.

This report describes the past and present growth of the Town of Gibbons in the Edmonton Metropolitan Area; indicates the major forces which will influence the growth in the Town; projects the possible range of population increase which the Town may expect, as well as the likely future characteristics of the population.

4. Edmonton Regional Planning Commission, Town of Gibbons General Municipal Plan; Addendum to the Population Prospects Paper, ERPC, Edmonton, Alberta; August, 1981; 7 pages.

This report addresses the June 2, 1981 Edmonton Annexation Application decision by the Provincial Cabinet and its possible ramifications on the future growth and development of the Town of Gibbons.

5. Edmonton Regional Planning Commission, Town of Gibbons General Municipal Plan; Community Survey Report, ERPC, Edmonton, Alberta; June, 1981; 54 pages.

This report provides an initial overview of the results of the Community Survey which was administered to 330 households in Gibbons. The questionnaire primarily focused on residents' attitudes to the existing and future development of the Town.

6. Edmonton Regional Planning Commission, Town of Gibbons General Municipal Plan; Land Use Inventory Report, ERPC, Edmonton, Alberta; July, 1981; 30 pages.

This report describes the existing distribution and characteristics of the various man-made and natural land uses in the Town.

7. Edmonton Regional Planning Commission, Town of Gibbons General Municipal Plan; Community Survey Technical Report, ERPC, Edmonton, Alberta; August, 1981; 120 pages.

This report provides further indepth analysis of the survey data crosstabulations and the policy implications concerning municipal growth and development.

8. Edmonton Regional Planning Commission, Town of Gibbons General Municipal Plan; Housing Background Report, ERPC, Edmonton, Alberta; October, 1981; 44 pages.

This report describes the Town's existing housing stock and analyses the results of the Community Survey pertaining to residential development and neighbourhood design.

9. Edmonton Regional Planning Commission, Town of Gibbons General Municipal Plan; Economic Development Prospects, ERPC, Edmonton, Alberta; October, 1981; 33 pages.

This report indicates the future economic forces which will affect the economic development of the Town and estimates the land areas required to accommodate future commercial and industrial activities.

10. Edmonton Regional Planning Commission, Town of Gibbons General Municipal Plan; Municipal and Urban Growth, ERPC, Edmonton, Alberta; November, 1981; 63 pages.

This report proposes municipal guidelines regarding the amount, rate and characteristics of population growth; the amount and general location of residential, commercial and industrial development, and the overall utilities and transportation services to accommodate future development. In addition, this report analyses future expansion alternatives based on an appraisal of land resources, land use, transportation and utility constraints to Town expansion.

11. Edmonton Regional Planning Commission, Town of Gibbons General Municipal Plan; South Sector Transportation Planning Report, ERPC, Edmonton, Alberta; November, 1981; 28 pages.

This report determines the optimal transportation network to serve the southern sector of the Town, specifically Section 3-56-23-W4 at various stages of development.

12. Edmonton Regional Planning Commission, Town of Gibbons General Municipal Plan; Municipal Finance, ERPC, Edmonton, Alberta; December, 1981; 40 pages.

This report assesses the Town's financial position in the context of local past trends relative to other municipalities in the metropolitan area.

13. Edmonton Regional Planning Commission, Town of Gibbons General Municipal Plan; Municipal Policy Report, ERPC, Edmonton, Alberta; December, 1981; 122 pages.

This report addresses municipal planning policies such as economic, residential, social, recreational, institutional and environmental, which are intended to guide and direct short and long term development in the Town.

14. Alberta Transportation, Transportation Implications of Gibbons General Municipal Plan Development Scenarios; Edmonton, Alberta; December, 1981; 45 pages.

This report evaluates the impacts of future expansion beyond the existing Town boundaries on the current transportation system in and surrounding the Town of Gibbons.

POOR

QUALITY

ORIGINAL